

**Interim Study on
Approaches to Improving Public Safety
on and around Johns Hopkins University Campuses**

December 21, 2018

**Report to the Maryland General Assembly on HB 1803
(from the 2018 Legislative Session)**

This report is available online at: <https://publicsafetyinitiatives.jhu.edu/>

Executive Summary

This report contains the results of the interim study that Johns Hopkins undertook in response to the House Judiciary Committee’s request to explore approaches to improving public safety on and around our university campuses. The Committee Chair specifically asked that we seek input from stakeholders, conduct research on public safety operations in academic settings, and identify the characteristics of a best-in-class security structure for a university and its immediate surroundings. The report demonstrates our efforts to follow up on these requests, and we hope its findings and recommendations are useful as you consider this important set of issues.

Allow us to briefly summarize the process we undertook and our key findings and recommendations:

Community Engagement Process. Over the past several months, Johns Hopkins has led a multi-pronged community engagement process that has included numerous stakeholder meetings, a series of public discussions and open forums, and online resources for Hopkins students, faculty, staff, and neighbors.

We sought the input of community members early and often, through group meetings and one-on-one conversations. We met with various faculty, student, and staff organizations – formally and informally – and invited their participation in public discussions. Similarly, we met with elected officials from the state and city in one-on-one meetings and in larger gatherings; through these conversations, we were able to hear their perspectives and their constituents’ concerns about potential changes to Johns Hopkins’ security operation. All told, Johns Hopkins has held over 125 stakeholder meetings so far with neighbors, students, faculty, and staff.

To draw members of the community into dialogue, we held a three-part public discussion series, “The Challenges of 21st Century Policing,” which brought in local and national experts to address different aspects of policing issues in Baltimore and the United States that are relevant to university safety and security. These three events drew over 400 attendees from Johns Hopkins and the wider community, and were watched live online by nearly 300 viewers. We also held a pair of open forums with university leadership – one in East Baltimore and one near our Homewood campus – designed to give neighbors, students, faculty, and staff additional opportunities to share their experiences, recommendations, and concerns about public safety. These forums drew 227 attendees from across the university and the affected communities (with an additional 156 watching via the livestream).

To gather additional community input and share resources, we also launched a new, dedicated website, <https://publicsafetyinitiatives.jhu.edu>. The website features a prominent feedback submission form on every page, and links to all our public events, with archived videos of past events. The website also provides information on our current explorations, including crime data for our Baltimore campuses, relevant research on university public safety approaches, and extensive FAQs tailored to address common questions from the community.

Peer Benchmarking and Research. To better understand prevailing approaches to public safety in academic settings, we surveyed the security models at over 50 peer universities, with a

particular focus on urban peers. This survey included all 21 of Johns Hopkins' peers in the Baltimore area and the Washington, DC area, both public and private. We also examined the practices of select municipal and county police departments – both in Maryland and nationally – that have strong reputations for fair and impartial policing and/or recent, innovative approaches to police reform.

In exploring how best to augment our public safety strategies, we also undertook an extensive review of the relevant academic literature. Some of the many research topics we explored include:

- Root causes of violent crime;
- Alternatives to traditional public safety approaches;
- Impacts of various public safety approaches on minority communities;
- Impacts of various public safety approaches on youth;
- Impacts of various public safety approaches on persons with mental health issues;
- Impacts of various public safety approaches on levels of crime;
- Impacts of various public safety approaches on the distribution of crime;
- Elements of procedural justice in interactions with law enforcement;
- Best practices for transparency and public accountability in public safety operations; and
- Best practices for recruiting, hiring, and training persons empowered to uphold public safety

We are pleased to share the results of that work in this report and appendixes.

Findings from our Peer Benchmarking, Research, and Community Engagements. Our examination of peers and the relevant academic literature yielded a number of valuable insights around how public safety organizations are structured, what values should guide our public safety approaches, and which practices work best at reducing violent crime and advancing procedural justice. These findings are described in detail in Parts III and IV of the report, and briefly summarized here.

Nearly all of the urban university peers we surveyed have, as part of their security operations, a university police department with officers who are authorized by the state to intervene in crimes, stop and search citizens, and make arrests if necessary. We did identify a small handful of colleges and universities that have obtained sworn police coverage through an arrangement with their municipal police department, but all of them are either in much smaller communities, cities with much lower crime rates, or cities whose citizens have better relations with their municipal police department.

Regarding the values that should guide Johns Hopkins' approach to public safety, both our research and our community feedback made clear that trust-building and procedural justice are first among them. The people and practices we put in place for public safety matter as much as the outcomes we seek. If we reduce crime but do so at the expense of personal dignity and community cohesion, it is a hollow success. Second, the community needs to be involved and heard – all people who come into contact with public safety officers should be protected, respected, and listened to. Third, our policies and procedures for public safety should reflect the values and unique needs of our diverse university and medical community and the

neighborhoods around us. Fourth, and essential for an educational institution like ours, our public safety efforts should be preceded by rigorous education and training.

From our community conversations, we have come to see that there is no singular community perspective on the public safety strategies being considered by the university. Even within individual neighborhoods and on our campuses, community members have shared a variety of different views. However, as this process proceeded, specific themes emerged from these discussions that have both shaped and informed our recommendations, among them:

- (1) Protection from violent crime is a shared concern within our communities;
- (2) There is strong support for greater community engagement within our existing and future public safety operations;
- (3) Opposition to a university police department is deeply linked to broader concerns about the state of policing in Baltimore and the United States;
- (4) While fewer supporters weighed in during public events, a significant number of individuals expressed support through one-on-one conversations and online communications;
- (5) Community members advocated for increased community investments, including those targeting root causes of crime; and
- (6) Training, transparency, and civilian oversight are viewed as tools to help prevent racial profiling, excessive force, and other abuses of police power.

These themes are explored in depth in Part IV of the report.

Recommendations. Johns Hopkins has carefully weighed all the findings and community input and has arrived at a diverse set of recommendations for ways to augment public safety on and around our campuses. These are described in detail in Part V of the report. First and foremost, over the long term, Johns Hopkins’ primary public safety strategy will continue to be our investments in the communities we call home. Second, Johns Hopkins will continue to look for non-security interventions that reduce violent crime, like the Roca program we helped bring to Baltimore and the summer jobs program that research has linked to decreases in violence. Third, we will build in the values of trust, procedural justice, and community accountability into any public safety strategies we pursue.

Through our extensive research and peer benchmarking, we have identified four different options for strengthening our security operation in the near-term to enable us to reduce violent crime:

- (1) Continue on the path we are on now – making improvements where we can, but without the capacity to intervene in violent crimes and make arrests (“status quo plus option”);
- (2) Supplement our security operation with private armed security guards (“private armed security option”);
- (3) Seek dedicated officers from the Baltimore Police Department (“BPD option”); or
- (4) Establish an independent, state-authorized university police department (“JHPD option”).

The benefits and drawbacks of these various options are discussed at length in the body of this report. Based on our analysis, we recommend pursuing a Johns Hopkins Police Department. As explained in more detail in the report, creating a JHPD would enable us to reduce violent crime while advancing our commitments to procedural justice and community accountability.

Johns Hopkins has identified a number of best practices, across a range of issues, which if implemented by a Johns Hopkins Police Department would advance the values discussed above and assist in protecting our community. In the report we have organized our recommended best practices around the set of issues that was raised most frequently by our students, faculty, staff, and neighbors:

- (1) Recruiting, hiring, and training;
- (2) Treatment of community members during police contacts;
- (3) Use of arrest and alternatives to arrest;
- (4) De-escalation and use of force;
- (5) Transparency in the conduct of policing;
- (6) Internal accountability (handling of complaints and discipline); and
- (7) Community accountability structures.

Our planned commitments on each of these issues are discussed in detail in Part V of the report.

In light of the foregoing, we recommend that a Johns Hopkins Police Department be authorized to serve both the Johns Hopkins campuses and a limited area beyond the campuses, determined through an MOU process with Baltimore City, that would include our current patrol zone and/or additional streets based on community input and an assessment of our staffing capacity. We would commit to starting small – seeking to hire enough officers to fill and supervise the patrol posts for which we currently rely on armed off-duty BPD officers and deputy sheriffs. We also would commit to measuring the impact of this department before growing further.

It is our firm conviction that a community-oriented, research-backed police department – one that is authorized by the state and accountable to the public and to local government – would greatly enhance our efforts to improve public safety and would be beneficial to our students, faculty, staff, and neighbors in the surrounding community.

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I. Introduction & Overview

This report is being submitted to the Legislature at the request of the House Judiciary Committee. During the 2018 Legislative Session, the Committee considered HB 1803, a Johns Hopkins-supported bill to authorize independent institutions of higher education in Baltimore City to follow in the footsteps of their peer public institutions and establish sworn police departments, based on a memorandum of understanding with Baltimore City. The Committee ultimately determined that further study was needed on this issue, and requested that Johns Hopkins University (JHU) undertake an interim review and community engagement process and report its findings and recommendations before the next Legislative Session.

In his letter to the university (see Appendix A), the Committee Chair specifically requested that JHU take the following actions as part of its interim study:

- Solicit input from JHU students, faculty, staff, campus guests, and neighbors to learn their main concerns and recommendations around public safety;
- Conduct research that reviews the public safety approaches and experiences of Johns Hopkins' public peers in Maryland and private peers around the nation, and that examines the relevant academic literature on concerns and best practices associated with police departments; and
- Based on that research and input, identify the core characteristics of an accountable, transparent, and best-in-class security structure for a university and its surrounding community.

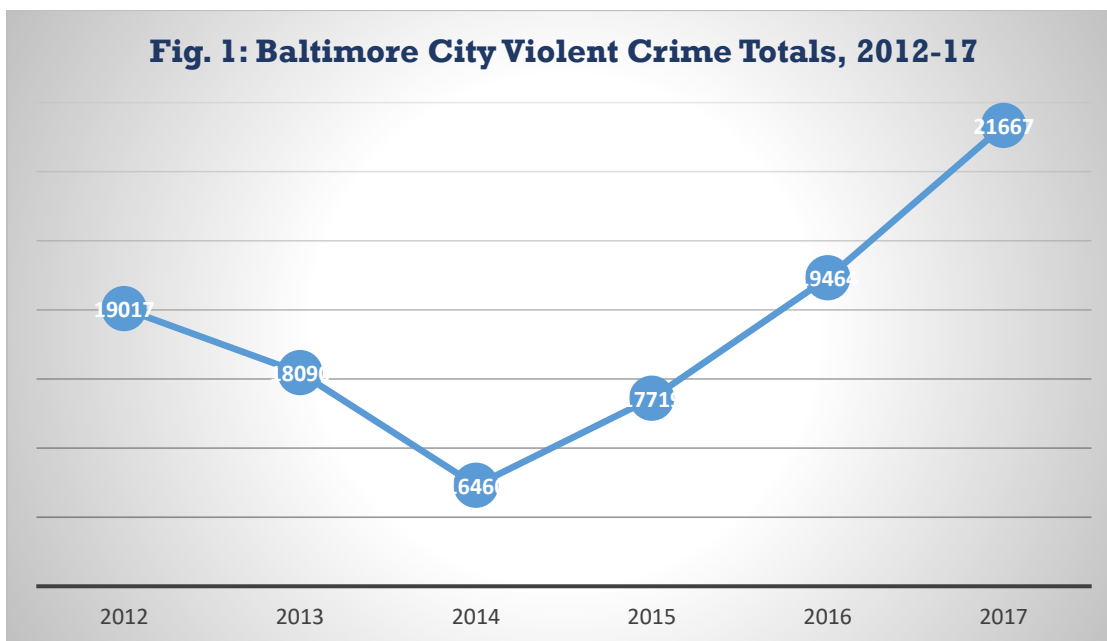
In the pages that follow, the report will provide an accounting of Johns Hopkins' activities and findings in these areas. Part II will describe the engagement and research process undertaken by JHU; Parts III and IV will present the findings from our research and community feedback; and Part V will offer our recommendations, based on what we learned and heard, for improving public safety on and around our campuses. The recommendations flow from a broad understanding of public safety, and therefore include strategies Johns Hopkins intends to deploy not only for reducing and responding to violent crimes but also for addressing the root causes of crime, such as economic insecurity, addiction, and insufficient supports and opportunities for our youth. Part VI will discuss anticipated next steps.

a. Overview of Public Safety Concerns

It is important to first describe the factors that led Johns Hopkins leadership to recommend HB 1803. Baltimore City has been experiencing high levels of violent crime for several years. In 2014, when violent crime was at its lowest level in the past five years, the city still had the sixth highest violent crime rate among U.S. cities with over 250,000 people.¹ Violent crime began to

¹ CBS Chicago, "FBI's Violent Crime Statistics for Every City in America," Oct. 22, 2015, <https://chicago.cbslocal.com/2015/10/22/violent-crime-statistics-for-every-city-in-america/>.

spike in 2015, and unfortunately, years later, it has not receded. A *Baltimore Sun* analysis shows that the city experienced nearly 32% more violent crime in 2017 than in 2014.² See Fig. 1.³



By the summer and fall of 2017, Johns Hopkins affiliates and neighbors were experiencing a continued rise in violent crime on and around the Homewood, East Baltimore, and Peabody campuses relative to prior years, in particular aggravated assaults and armed street robberies. This rise was happening while other peer universities in the city were seeing their rates of violent crime decrease. In the view of Johns Hopkins leadership, the level of violent crime on and around our campuses called out for decisive near-term steps to reduce violent crime, above and beyond the steps Johns Hopkins was already taking (see Section I.b for an overview of those).

At the same time, the nation was facing a rise in active shooter incidents, including in Maryland. Thirty active shooter incidents occurred in 2017, compared to 20 the year before.⁴ See Fig. 6 below. Seven of these occurred in educational environments, and two occurred at medical centers. Between 2016 and 2017, Maryland experienced three active shooter incidents, more than 44 other states: one in Landover (March 2016); one in Edgewood, which killed three and wounded two (October 2017); and one in Baltimore, which wounded three (December 2017).⁵

These two trends – discussed more below – informed Johns Hopkins’ efforts to identify ways to augment its public safety operation.

² Jin Bae Kim, “Violent Crime in Baltimore, 2012-2017,” *Baltimore Sun*, <http://data.baltimoresun.com/news/violent-crime-2017/>.

³ *Id.* Data pulled by the *Baltimore Sun* from the Baltimore Police Department Victim-Based Crime Data, 2012-12/30/2017.

⁴ U.S. Department of Justice, Federal Bureau of Investigation (FBI), *Active Shooter Incidents in the United States in 2016 and 2017* (April 2018), <https://www.fbi.gov/file-repository/active-shooter-incidents-us-2016-2017.pdf/view>.

⁵ *Id.* at 3 & 9-16.

i. High rates of violent crime within our Clery Act boundaries

As a federally supported university, Johns Hopkins is subject to a federal law known as the Clery Act, which requires us to monitor and publicly report crimes on and immediately adjacent to our campuses. These annual reports show an overall increase in violent crime in recent years on and around our Baltimore campuses.

Within our Clery Act boundaries⁶ (see Appendix B for maps), aggravated assaults – which include non-fatal shootings – increased 350% across all Johns Hopkins Baltimore campuses from 2014 to 2017, and robberies – which include armed robberies and carjackings – increased 250%. See Figures 2 and 3 below; Hopkins Clery areas are shown in blue. On the East Baltimore campus, we ended 2017 with 33 reported aggravated assaults within our Clery Act boundaries, up from only nine the year before. This represents a dramatic 1,000% increase from 2014. A listing of aggravated assaults and other major crimes from 2017 and 2018 is attached at Appendixes C1 through C3. These include multiple shootings and carjackings and dozens of gunpoint robberies. Victims included not only students, faculty, and staff, but also neighbors and visitors.

Notably, the violent crime trend at Johns Hopkins' Baltimore campuses (Homewood, East Baltimore, and Peabody) is increasing relative to the trend at surrounding colleges and universities with police departments, namely Baltimore City Community College (BCCC), Coppin State University, Morgan State University, the University of Baltimore, and the University of Maryland, Baltimore. See Figs. 2 and 3. Clery-reported aggravated assaults, in particular, have increased at Johns Hopkins in recent years, while decreasing at these five other Baltimore institutions.

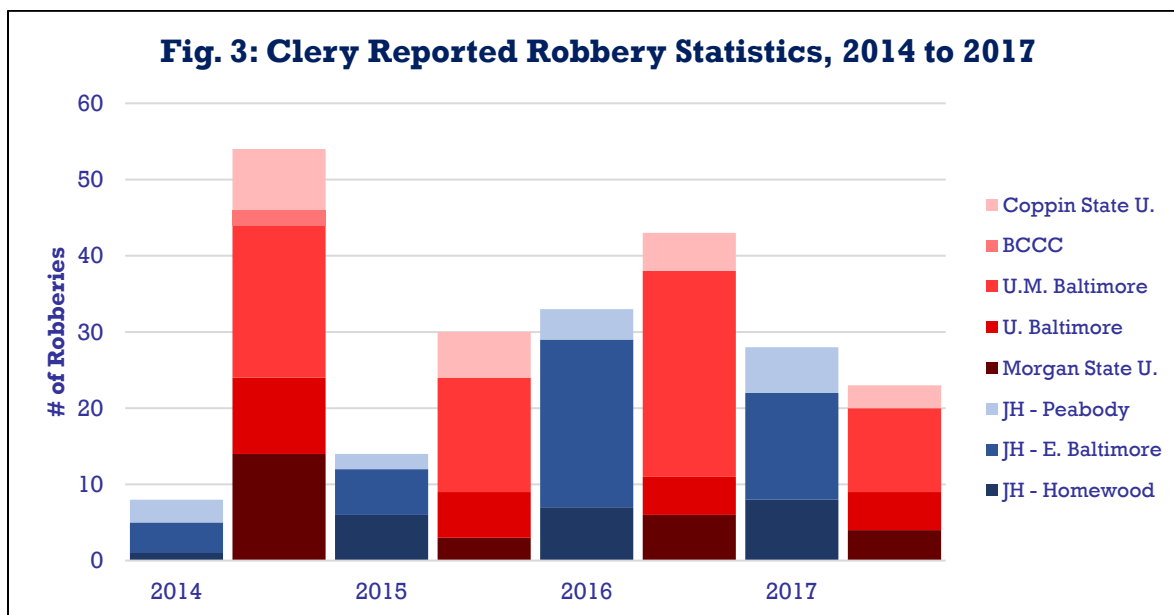
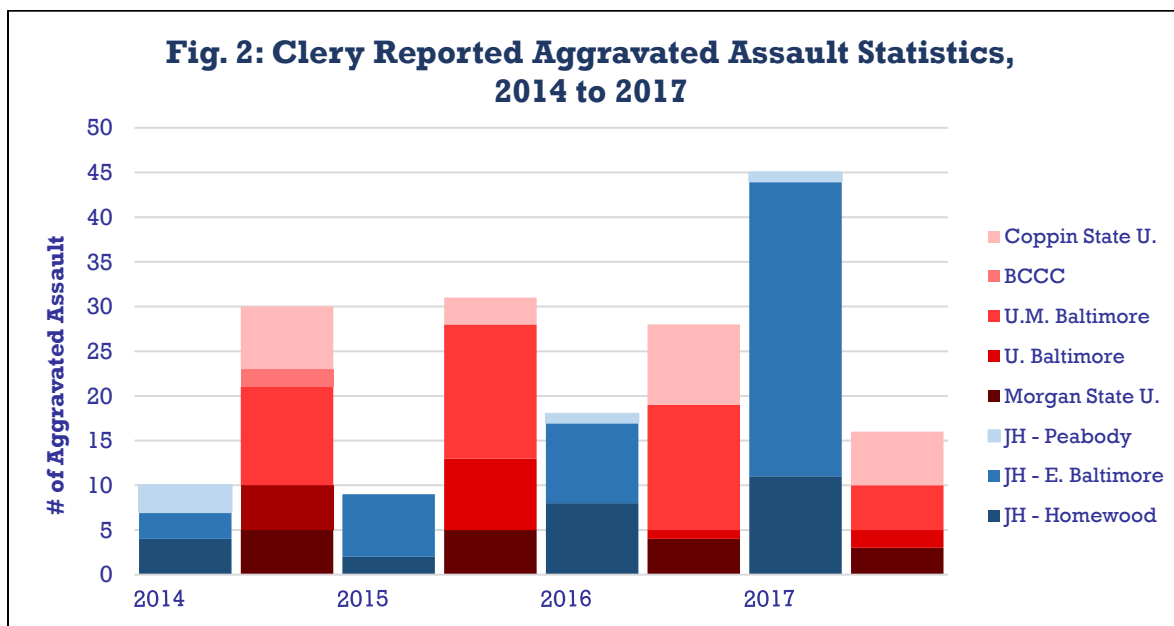
For example, in 2014, aggravated assaults at Hopkins campuses totaled 10, while these other Baltimore institutions, combined, totaled 30. In 2017, Hopkins campuses had four times as many aggravated assaults compared to 2014, with a total of 45, compared to these other Baltimore institutions, which had a combined total of 16. Accordingly, Johns Hopkins accounted for fully 74% of all aggravated assaults reported across all six Baltimore universities in 2017. See Fig. 2. Johns Hopkins has been experiencing a disproportionate number of robberies as well: In 2017, 55% of the robberies reported across all six Baltimore universities occurred on a Johns Hopkins campus. See Fig. 3.

Even taking into account the relative size of these different campuses, the aggravated assault trend lines are moving in the wrong direction for Johns Hopkins relative to these peers. For example, the University of Maryland, Baltimore – at 60 acres⁷ the closest in size to Johns Hopkins' 80-acre East Baltimore campus – experienced five aggravated assaults in 2017, down from 11 in 2014, compared to 33 at our East Baltimore campus, up from just three in 2014.

⁶ “Clery Act boundaries” cover the three geographic areas for which the Clery Act requires this crime reporting:

- (1) On campus (including on-campus residence halls);
- (2) On public property within or immediately adjacent to the campus;
- (3) In or on non-campus buildings or property that the university owns or controls.

⁷ http://www.medschool.umaryland.edu/MD_MPH/About-Baltimore/.



This level of violent crime within Johns Hopkins' federal Clery boundaries is also disproportionate to that of our urban peer universities in other cities with police departments. In general, these peers have not been experiencing comparable levels of violent crime. See Fig. 4 below. For example, in 2017, Hopkins experienced more aggravated assaults than Brown, Duke, Harvard, Howard, Tulane, the University of Chicago, the University of Pennsylvania, and Washington University in St. Louis. It also experienced more robberies than nearly all those institutions.

Fig. 4: Clery Data⁸ on Rape, Robbery, and Aggravated Assault at Urban Private Peers with Police Departments, 2014-2017

University	2014				2015				2016				2017			
	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total
Brown U.	44	4	1	49	16	4	4	24	41	4	2	47	24	2	0	26
Duke U.	11	2	9	22	13	5	1	19	17	6	10	33	19	3	7	29
Harvard U.	33	10	7	50	36	13	16	65	28	10	23	61	34	15	31	80
Howard U.	6	21	12	39	16	20	19	55	16	22	5	43	21	23	11	55
Johns Hopkins U.	4	8	10	22	13	14	9	36	7	33	18	58	13	28	45	86
Tulane U.	17	0	0	17	14	6	4	24	15	2	3	20	18	0	0	18
U. Chicago	6	7	3	16	6	8	5	19	15	8	10	33	10	5	7	22
U. Pennsylvania	8	25	13	46	11	30	11	52	16	29	18	63	9	28	18	55
Wash. U. St. L.	21	1	3	25	17	1	0	18	36	13	9	58	23	5	0	28

ii. High rates of violent crime in neighborhoods around our campuses

Johns Hopkins also currently patrols some of the neighborhoods around our campuses to help deter violent crime for our neighbors, our students, faculty and staff who live there, and for visitors to these areas. A review of the publicly available victim-based crime data from Open Baltimore⁹ shows that the neighborhoods surrounding the Homewood campus,¹⁰ combined, experienced a 33% increase in violent crime from 2014 through 2017, with overall robberies increasing 62%.¹¹ The neighborhoods surrounding the East Baltimore campus,¹² combined, experienced a 40% violent crime increase, with overall robberies increasing 36% and aggravated assaults increasing 46%. Finally, Mount Vernon, the neighborhood surrounding Peabody, also experienced a 67% increase in violent crime, while overall robberies increased 79% and aggravated assaults increased 70%. See Appendix B for more extensive crime data (compiled from Open Baltimore), and Appendixes D1 and D2 for communitywide emails Johns Hopkins sent out on the issue last fall.

If we combine the Clery data and the neighborhood data (without duplicating incidents), at and around the East Baltimore campus there were 72 aggravated assault victims in 2017, a 242% increase compared to 21 in 2014. There were fewer aggravated assaults reported at and around the Homewood campus: 15 in 2017.

Street robberies at and around the Homewood campus totaled 41 victims in 2017 which is an increase of 32% compared to 31 in 2014. Eight-five percent of those victims were robbed with a weapon, with 63% of those occurring with a firearm. The East Baltimore campus also experienced a 42% increase in street robberies, from 12 in 2014 to 17 in 2017.

⁸ Clery data include total incidents reported within the Clery boundaries and therefore include incidents involving Hopkins students, faculty, staff, and non-affiliates.

⁹ <https://data.baltimorecity.gov/Public-Safety/BPD-Part-1-Victim-Based-Crime-Data/wsfq-mvjj>.

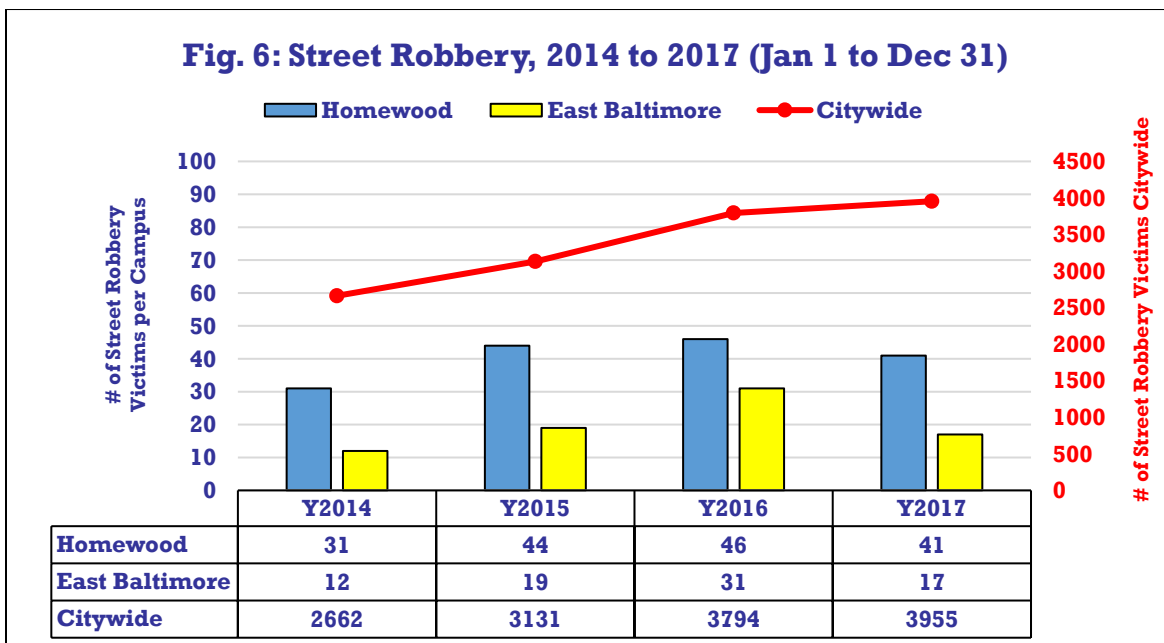
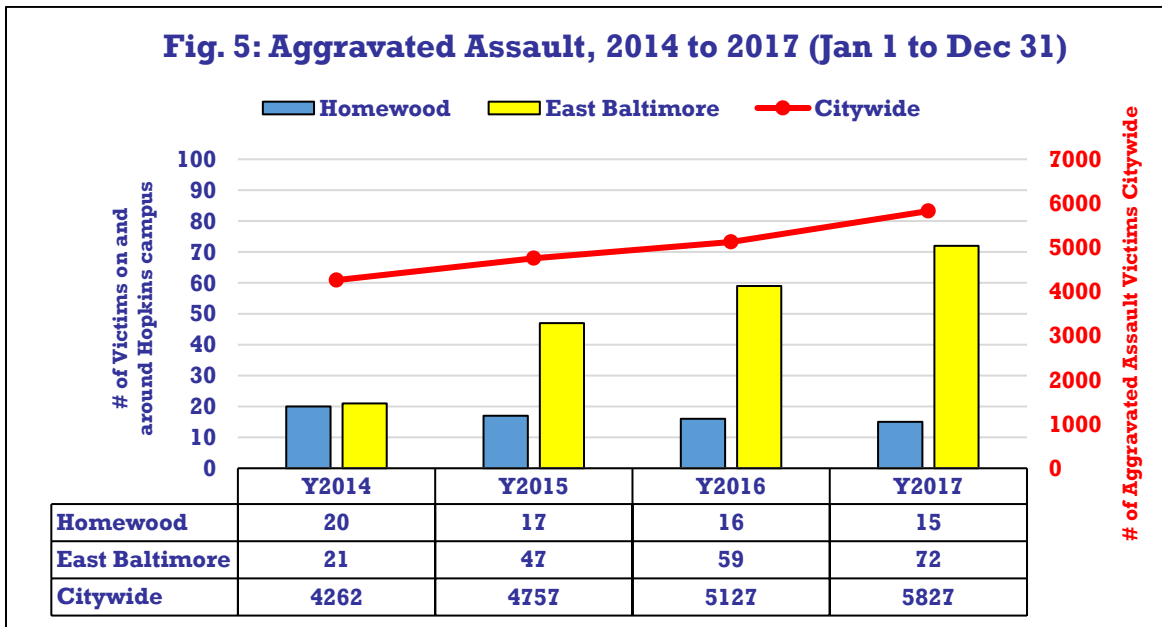
¹⁰ These are Abell, Better Waverly, Charles Village, Guilford, Hampden, Harwood, Oakenshawe, Remington, Roland Park, Tuscany-Canterbury, Waverly, and Wyman Park.

¹¹ "Violent crime" includes homicides, rapes, aggravated assault (attacks or threats to harm typically with a weapon, including nonfatal shootings), and overall robberies. "Overall robberies" includes carjacking, residential, commercial, and street robberies.

¹² These are Butchers Hill, CARE, Dunbar-Broadway, Gay Street, Middle East, and Washington Hill.

iii. High rates of violent crime citywide

This increase in violent crime on and around Hopkins campuses was taking place in the context of a rise in citywide violence. Baltimore City saw a 47% increase in violent crime from 2014 to 2017, when 2014 levels of violent crime were already unacceptably high. Tragically, 131 more city residents were victims of homicides in 2017 than in 2014, a 62% increase over an already distressingly high 2014 number (211). Shootings in 2017 totaled an alarming 704 victims, representing a 91% increase from 369 in 2014. Street robberies also increased 49%, from 2,662 in 2014 to 3,955 in 2017, and aggravated assaults increased 37%. See Fig. 5 for a comparison of aggravated assaults reported to BPD in and around the Homewood and East Baltimore campuses and citywide, and Fig. 6 for a similar comparison of street robberies.



Unfortunately, high levels of violent crime have continued in Baltimore in 2018. So far this year, street robberies have increased 141% from the year before at and around the East Baltimore campus, and aggravated assaults are up 100% at and around the Homewood campus. There have also been 10 non-affiliate shooting victims on the streets immediately around our East Baltimore campus. All this crime is unfolding despite significant increases in our security investments, as detailed below.

iv. Rise in active shooter incidents nationally

This rise in local crime has been unfolding during a period in which active shooter incidents have been increasing nationwide and in Maryland. See Fig. 7. These are incidents where an individual is actively engaged in killing or trying to kill multiple people in a populated area.¹³ As mentioned, Maryland had three active shooter incidents in 2016 and 2017, and tragically has had four so far in 2018: at Great Mills High School in St. Mary's County in March, which killed two and injured one;¹⁴ at the Capital Gazette in Anne Arundel County in June, which killed five;¹⁵ at a drugstore distribution center in Harford County in September, which killed four and injured three;¹⁶ and at a restaurant supply business in Baltimore City in December, which injured one.¹⁷

On college campuses, the FBI reports that there were 15 active shooter incidents between 2000 and 2017, with 70 people killed and 73 injured; 13 of these occurred within the last 10 years.¹⁸ Four others were reported at medical centers, with three killed and 12 wounded; all of these occurred within the last 10 years.¹⁹

This rise in active shooter incidents nationally and in the state of Maryland is another critical security issue for the Johns Hopkins University and Medicine communities. Currently, Johns Hopkins must rely on BPD officers, who are located off campus and not fully familiar with our complex facilities, to get to Johns Hopkins and neutralize any active shooter. (See further discussion of this issue in Section V.b below.)

¹³ U.S. Department of Justice, Domestic Security Alliance Council, <https://www.dsac.gov/topics/active-shooter-resources>.

¹⁴ Pamela Wood, Talia Richman, and Kevin Rector, "Sheriff: Maryland high school shooter died by shooting himself in the head," *Baltimore Sun*, Mar. 26, 2018.

¹⁵ Kevin Rector and Nicholas Bogel-Burroughs, "Five dead in 'targeted attack' at Capital Gazette newspaper in Annapolis, police say; Laurel man charged with murder," *Baltimore Sun*, June 29, 2018.

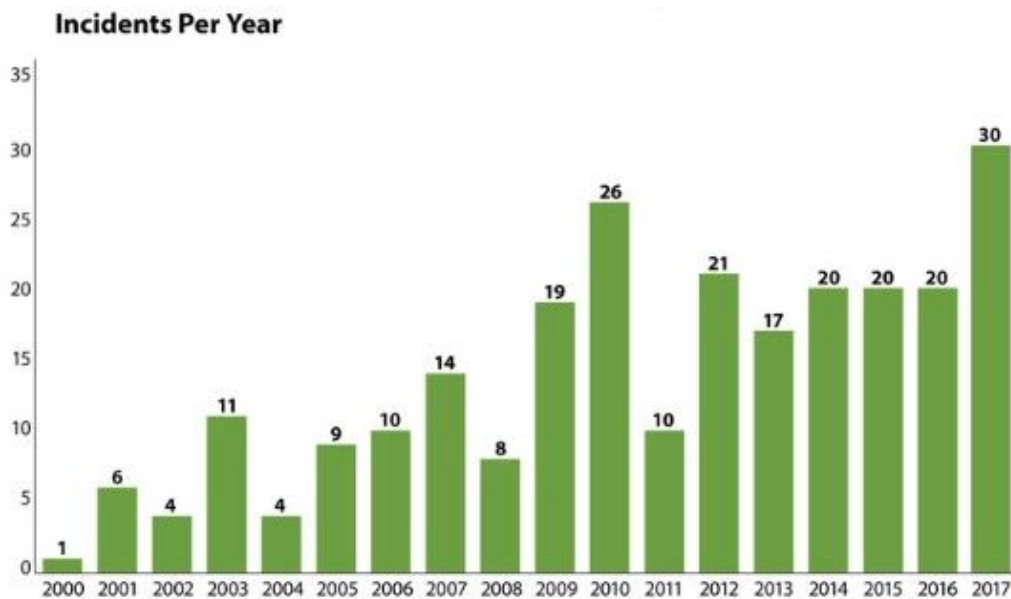
¹⁶ Jean Marbella, Erika Butler, Jessica Anderson, and Colin Campbell, "Police: Temporary employee shoots 7, kills 4, including self, at Maryland Rite Aid warehouse," *Baltimore Sun*, Sept. 20, 2018.

¹⁷ Mike Hellgren, "Armed Men At Large After Shooting Worker in Robbery," *CBS Baltimore*, Dec. 5, 2018. See generally Jessica Anderson, "2018 crime: Violence touches a school, a newsroom, a warehouse in Maryland," *Baltimore Sun*, Dec. 20, 2018.

¹⁸ U.S. Department of Justice, FBI, *Active Shooter Incidents in the United States from 2000-2017* (as of April 27, 2018), <https://www.fbi.gov/file-repository/active-shooter-incidents-2000-2017.pdf/view>.

¹⁹ *Id.*

Figure 7: 250 Active Shooter Incidents in the United States, 2000–2017²⁰



v. Public safety as a chief concern for our community

It should go without saying that the data above paint a portrait of unacceptable levels of violence across our city, at and around Hopkins, and in the neighborhoods nearby. Leaders across the city have lamented the violence and called for more investments in public safety. Baltimore residents consider public safety to be a critical priority, consistently rating it as central to improving life in the city. The City of Baltimore Community Survey, conducted annually until 2015, illustrates the desire for greater safety among Baltimore’s residents. In both 2013 and 2015, residents were asked an open-ended question about the single most important thing that would improve life in Baltimore, and responses related to public safety accounted for the highest percentage both years (25%).²¹ In 2014, violent crime was considered the most serious problem for the city, with 86% of residents reporting this issue as a very serious or serious problem.²²

Furthermore, violent crime is undermining the ability of Baltimore City employers like Johns Hopkins to recruit and retain their workforce. In the 2014 City Citizen Survey, the top reason given by residents who indicated they were likely to leave the city was the high crime rate

²⁰ U.S. Department of Justice, FBI, *Quick Look: 250 Active Shooter Incidents in the United States From 2000 to 2017*, <https://www.fbi.gov/about/partnerships/office-of-partner-engagement/active-shooter-incidents-graphics>.

²¹ Schaefer Center for Public Policy, *Baltimore City Citizen Survey* (2013), at 24, <https://bbmr.baltimorecity.gov/sites/default/files/Baltimore%20Citizen%20Survey%20Report%202013%20FINAL-01-29-2014.pdf>; and The Melior Group, *City of Baltimore Community Survey, Report of Findings* (2015), at 15, https://bbmr.baltimorecity.gov/sites/default/files/2015%20CITIZEN%20SURVEY%20FINAL%20REPORT_1.pdf.

²² The Melior Group, *City of Baltimore Citizen Survey, Report of Findings* (2014), at 18, <https://bbmr.baltimorecity.gov/sites/default/files/2014%20CITIZEN%20SURVEY%20FINAL%20REPORT.pdf>.

(32%),²³ with this percentage increasing to 39% in 2015.²⁴ Given that violent crime has increased or remained at the high level of 2015, it is appropriate to assume that concerns about violent crime by city residents remains high. We also know from our community engagement and feedback process (described below in Part IV) that violent crime is a prevalent concern.

b. Overview of Johns Hopkins' Public Safety-Related Investments

Johns Hopkins views public safety as being not only about crime but also about the health of the city as a whole, including its underlying disparities, and we have made substantial investments in both areas.

i. Johns Hopkins' campus-area investments in public safety

During this period of prolonged violent crime, Johns Hopkins has been proactive, persistent, and vigorous in using the tools at our disposal to address public safety concerns on and around our campuses. Our total security investments have grown by nearly \$20 million over the last five years. In FY19, Johns Hopkins will spend over \$58 million on security costs in Baltimore City alone. This significant increase in investment reflects our vigilant effort to use every tool at our disposal to ensure the safety of our campus environment.

Over the last two years, Johns Hopkins has increased the number of full-time Baltimore-based security personnel from 931 to 1,107. This contingent includes 232 unarmed security officers and 63 unarmed Special Police Officers²⁵ employed directly by Johns Hopkins, as well as 812 unarmed contract security officers. These security personnel play an important role in our multi-layered security operation, acting as our “eyes and ears,” but unlike sworn police officers they are not authorized to intervene in crimes or serious incidents. Our Special Police Officers have some limited ability to make arrests but only on the institution’s private property.

In addition to these personnel, Johns Hopkins employs off-duty Baltimore Police Department officers and deputy sheriffs (collectively “off-duty officers”), who are armed and have full arrest powers (approximately 63 people covering 25 shifts per day).²⁶ It is important to note that, due to staffing challenges in their home police departments, the rates at which off-duty officers show up for their shift are inconsistent, creating a challenge for continuity in staffing coverage. For example, in October of this year, the show-up rate for off-duty officers on the Homewood campus was 69%, meaning that for every 10 off-duty officers scheduled, approximately three off-duty officers did not show up. The off-duty arrangement is also less than ideal because we

²³ The Melior Group, *City of Baltimore Citizen Survey, Report of Findings* (2014), at 24, <https://bbmr.baltimorecity.gov/sites/default/files/2014%20CITIZEN%20SURVEY%20FINAL%20REPORT.pdf>.

²⁴ The Melior Group, *City of Baltimore Community Survey, Report of Findings* (2015), at 19, https://bbmr.baltimorecity.gov/sites/default/files/2015%20CITIZEN%20SURVEY%20FINAL%20REPORT_1.pdf.

²⁵ In Maryland, “Special Police Officers” are individuals, at least 18 years of age, who hold a commission granted by the governor authorizing them to exercise police powers like arrest on the private property described in their commission. Md. Code Ann., Public Safety § 3-307.

²⁶ Across Johns Hopkins’ Baltimore campuses, there are 25 8-hour shifts to cover. Consistently staffing one 8-hour shift with an employee 7 days a week requires 2.5 FTEs, when one factors in sick days, holidays, and vacation leave. Thus approximately 63 people are needed to cover the 25 shifts.

do not control the supplemental training these officers receive, and so, for example, we cannot be assured they are receiving training pertinent to the campus environment.

Johns Hopkins' recent and extensive investments in security in and around our Baltimore campuses also include other tried-and-true approaches to enhancing security:

- **Cameras:** Over 2,000 security cameras in our East Baltimore and Homewood campus areas for increased detection and deterrence;
- **Blue light emergency phones:** Approximately 337 emergency call stations in our East Baltimore and Homewood campus areas;
- **Lighting:** Over \$160,000 provided to Baltimore City for off-campus pedestrian light installations, repairs, and upgrades, to provide improved visibility to street life and encourage greater foot traffic, which is associated with reduced criminal behavior;
- **Tree trimming:** Improvements to properties to prune trees/shrubs and add exterior lighting to bolster the effects of improved lighting and to increase lines of sight, further deterring criminal behavior;
- **Hopkins-provided transportation:** Extensive Blue Jay Shuttle network to limit risks from walking alone at odd hours, serving a growing ridership that is expected to increase from 105,000 in FY17 to 250,000 by FY19, with an annual budget that has doubled from \$943,000 in FY17 to \$1.8 million in FY 19;
- **Additional transportation:** As of January 2018, Lyft was added as an additional transportation option for Hopkins affiliates to further limit risks, and to date, 21,500 rides have been provided to employees, faculty, and students around the city at a total cost of just over \$160,000.

ii. Johns Hopkins' city investments in public safety

Beyond measures we have taken to protect our campuses, Johns Hopkins also has long recognized the importance of fostering the capacity of the city to address public safety risks for all its citizens. This work happens through research, advisory services, and financial support for innovative violence reduction efforts, including:

- **The Johns Hopkins–Baltimore Collaborative for Violence Reduction:** A faculty-led partnership to assist the Baltimore Police Department in the development of policies to improve the quality, acceptability, and accountability of proactive gun law enforcement²⁷;
- **Safe Streets Baltimore:** Johns Hopkins faculty member Daniel Webster serves as the co-chair of the advisory board for Safe Streets, a public health program that performs targeted outreach to high-risk 15- to 24-year olds, and serves as its lead external evaluator along with colleagues in the Johns Hopkins Center for Gun Policy and Research²⁸;

²⁷ See Alicia Samuels, "Hot spot policing focusing on guns is most effective strategy for reducing gun violence in Baltimore, study finds," Johns Hopkins Hub, Jan. 11, 2018, <https://hub.jhu.edu/2018/01/11/how-to-reduce-gun-violence-in-baltimore-city/>.

²⁸ See Webster, Daniel W., Shani A.L. Buggs, and Cassandra K. Crifasi, *Estimating the Effects of Law Enforcement and Public Health Interventions Intended to Reduce Gun Violence in Baltimore*, Johns Hopkins Center for Gun Policy and Research (Jan. 2018) (evaluating Safe Streets' impacts on gun violence).

- **Roca Baltimore:** Johns Hopkins contributed \$2 million to help bring to Baltimore this proven anti-violence program, which offers support and skills to 18- to 24-year olds at high risk of being involved in violence;
- **Baltimore Child Development-Community Policing Program (CDCP):** A partnership with the Baltimore City Police Department, the Johns Hopkins Hospital Division of Child Psychiatry Community Programs, and Baltimore communities, which aims to interrupt the cycle of violence by providing a rapid and effective response for children, families and communities exposed to violence;
- **Operation PULSE (People United to Live in a Safe Environment):** A crime prevention program, developed by CURE (Clergy United for Renewal in East Baltimore) through a partnership with John Hopkins Medical Institutions in 1992, which has trained over 1,000 volunteers from CURE churches, community residents, and other individuals, and whose members volunteer to patrol in East Baltimore neighborhoods in addition to conducting a variety of other crime prevention programs;
- **Eager Park Patrols:** Provide the equivalent of six public safety officer positions in the Eager Park neighborhood near the East Baltimore campus, all but one of which is 24 hours/seven days a week.

These safety-related commitments do not capture the many other investments we are making in Baltimore City to address the deep-seated economic and social issues that play into the city's violent crime problems. Johns Hopkins spends over \$100 million each year on jobs, programs, and initiatives to create opportunity and build a stronger Baltimore.

To generate economic opportunities for underserved adults and youth, Johns Hopkins has made 1,000 new hires from distressed communities over the past three fiscal years, and has hired over 400 returning citizens during that time, modeling best practices to remove barriers to gainful employment. We have also provided over 3,500 paid summer internships for Baltimore youth through our Johns Hopkins Summer Jobs Program, including over 450 in 2018 alone, the highest of any private employer in the city. See Appendix E.

To help address the health care needs of our city residents, Johns Hopkins provides \$54.9 million in charity care in Baltimore annually, including more than 100,000 clinic visits. We also seek out partnerships to promote health in other ways, like our collaboration with Baltimore City, Vision To Learn (VTL), and Warby Parker to provide school-based vision services to the city's elementary and middle school students. That program, Vision for Baltimore (V4B), has provided over 43,000 vision screenings, over 6,400 eye exams, and over 5,100 pairs of glasses to those in need.

True to our educational mission, we also seek out ways to expand educational opportunities for city youth. We contributed \$21 million toward the \$43 million cost of the Henderson-Hopkins school, the first public school built in East Baltimore in over 20 years, operated by our School of Education in partnership with Morgan State University. We also launched a partnership with Paul Laurence Dunbar High School, Kaiser Permanente, and the University of Maryland, Baltimore, to offer two-year health sciences degrees to students enrolled in a Pathways in

Technology Early College High School (P-TECH) program. And we have offered \$28 million in scholarships for over 300 public high school students in the city to attend Johns Hopkins tuition-free, as Baltimore Scholars, since 2005.

These are just some of the many ways in which Johns Hopkins works to support the health and advancement of city residents. A comprehensive listing of key investments is provided at Appendix F.

c. Peer Benchmarking & Research Prior to the 2018 Legislative Session

In fall 2017, in the face of rising violent crime despite these increased investments in the city as a whole and in our own security, we decided we needed to take further action. Among other things, we looked to see what peer institutions in Baltimore and other major urban areas are doing to tackle crime. This included site visits to several peers and extensive discussions with their security counterparts there. What we found was that nearly all of our university peers in Baltimore, including every public peer, have sworn police departments as part of their multi-layered security operations, ranging in size from 35 officers at Morgan State University to 69 officers at the University of Maryland, Baltimore. We also learned that nearly all of our university peers in major cities across the country have sworn police departments. The peers we visited in Philadelphia, Chicago, and Los Angeles each oversee departments with around 100 officers.

More importantly, we learned that these departments make a difference in reducing violent crime. See Appendix G; Figs. 4 and 10. Two of the peer university police departments we visited have been studied by experts, and research shows that the presence of the university police departments is associated with substantial reductions in violent crime in the area. (See Subsection III.b.ii below.) This supports research in general pointing to the impact of sworn law enforcement officers on crime. (See *id.*)

After concluding our visits and discussions with peers, and examining the effectiveness of their sworn police departments at containing violent crime, university leadership determined we should seek authorization to pursue a sworn police department for Johns Hopkins. Given the stakes – with violent crime victimizations continuing unabated – leadership felt compelled to pursue this approach at the earliest opportunity.

d. Summary of 2018 Legislative Session Effort

On March 5, 2018, House Bill 1803 and Senate Bill 1241 were introduced by Delegate Cheryl Glenn and Senator Joan Carter Conway, respectively. The original bills mirrored much of the statutory language currently in place for police departments at public institutions of higher education in Maryland and provided for a memorandum of understanding between Johns Hopkins and the Mayor or Police Commissioner of Baltimore City.

Johns Hopkins was invited to address the Baltimore City House Delegation on March 16, where President Daniels and other leadership presented the bill and the factors that led us to this

point. On March 20, 2018, HB 1803 was heard in the House Judiciary Committee. JHU leadership testified in support of the bill and answered numerous questions from the committee members. Several community and business entities also testified in person or in writing to the committee. Opposition testimony was presented by some community groups and by student organizations.

During the month of March, JHU representatives worked diligently to understand the concerns and questions of elected officials and other stakeholders, to determine the ways to best address them. The result of this effort was a series of amendments that Johns Hopkins was prepared to offer and support to add specific detail to our commitment to build a community-oriented and publicly accountable model police department. However, the opportunity to actually move on these amendments never materialized. A mock-up of the bill as it would have been amended is posted on the Johns Hopkins Public Safety Initiatives website, <http://publicsafetyinitiatives.jhu.edu>, to clearly demonstrate the statutory commitments that Johns Hopkins was prepared to make.

It became clear that there was insufficient support to move forward with the bill at that time, so on March 30, an agreement was reached with House Judiciary Committee Chairman Joseph Vallario to refer the matter to this interim study.

II. Community Engagement and Research Process

Since the end of the 2018 Legislative Session, Johns Hopkins has undertaken an extensive engagement and research process, seeking input from the community and across our campuses, and from locally and nationally recognized scholars and practitioners on security, policing, and the root causes of crime. These efforts are described below.

The university also surveyed peer universities, examined policies and procedures at an array of police departments, reviewed promising practices proposed by a variety of organizations involved in public safety, and studied the academic literature on numerous aspects of public safety, seeking out evidence of which current strategies are harmful and which are effective. A comprehensive bibliography of academic works consulted is at Appendix H, and a list of organizations whose materials we reviewed is available at Appendix I.

a. Community Engagement

In creating a community engagement plan that reflected the feedback received in the spring, university leadership took steps to ensure that our engagement with Hopkins students, faculty, and staff was not separated from our engagement with neighbors in the Baltimore communities around our campuses. The Hopkins community is part of the Baltimore community – nearly 40,000 employees work in the city and over 16,200 live here, and we are deeply committed to our neighbors with no direct Hopkins affiliation. All would be affected by a change in Hopkins' security operation. Johns Hopkins affiliates have much to learn from our city neighbors when it comes to security concerns in Baltimore, and neighbors requested the benefit of hearing from

and speaking to the experts we brought to campus. What follows is a description of the major elements of our engagement process with all affected communities.

i. Stakeholder meetings

Starting in the summer and continuing through the fall, members of Johns Hopkins senior leadership and staff have met individually or in small groups with 28 neighborhood and community associations and approximately 37 faculty, staff, and student organizations. We also have sought the input of community members early and often through group meetings and one-on-one conversations, including several facilitated by Baltimoreans United in Leadership Development (BUILD). President Daniels has personally knocked on doors and visited with community members where they live in order to hear their perspectives on public safety and a possible change in Johns Hopkins' role in providing it. See Appendix J. All told, Johns Hopkins has held over 125 meetings with neighbors, students, faculty, and staff since launching our concerted engagement process. A list of community groups and others whom we visited and sought input from is attached at Appendix K.

Outreach to faculty has included deans' meetings, meetings with faculty committees, including faculty senates, and meetings with faculty members who are strongly opposed to any additional security. We have also invited faculty with concerns to meet with an expert on fair and impartial policing and to help lead the public discussions we have hosted about this set of issues (see below). Outreach to students has included meetings encompassing representatives of over 20 graduate and undergraduate student groups university-wide, including eight governing bodies. Several of these have been with President Daniels, including meetings with the Black Student Union and the Student Government Association. Some of these meetings were specifically about student feedback on the proposed sworn police department and others were more general in nature, providing student representatives an opportunity to meet new security leadership, hear about their vision, and ask questions (many of which were about a potential police department). Outreach to staff has included the President's Diversity Leadership Council, the offices of Multicultural Affairs, Women and Gender Resources, LGBTQ Life, Campus Ministries (Homewood), and the Center for Social Concern (Homewood). See Appendix K. In our communications to stakeholders on and off campus, we have invited interested parties to request meetings, and we have been able to meet every request.

Lastly, our leadership has met directly with elected leaders in order to hear their perspectives and their constituents' concerns about potential changes to Johns Hopkins' security operation. In October, President Daniels and Mayor Pugh convened a meeting of Baltimore City senators and delegates, both returning and incoming members, to discuss issues of public safety in general. Johns Hopkins leadership also presented to the Baltimore City Council in early December, outlining the need to take action to address violent crime in our communities, and describing the outreach and research we are doing. In addition, both the Baltimore City House delegation and the Baltimore City senators held town hall-style listening sessions in December, at which representatives of Johns Hopkins shared information on our efforts to address the root causes of crime as well as our interest in enhancing our current capabilities. These larger convenings were supplemented by one-on-one meetings between leadership, members of the

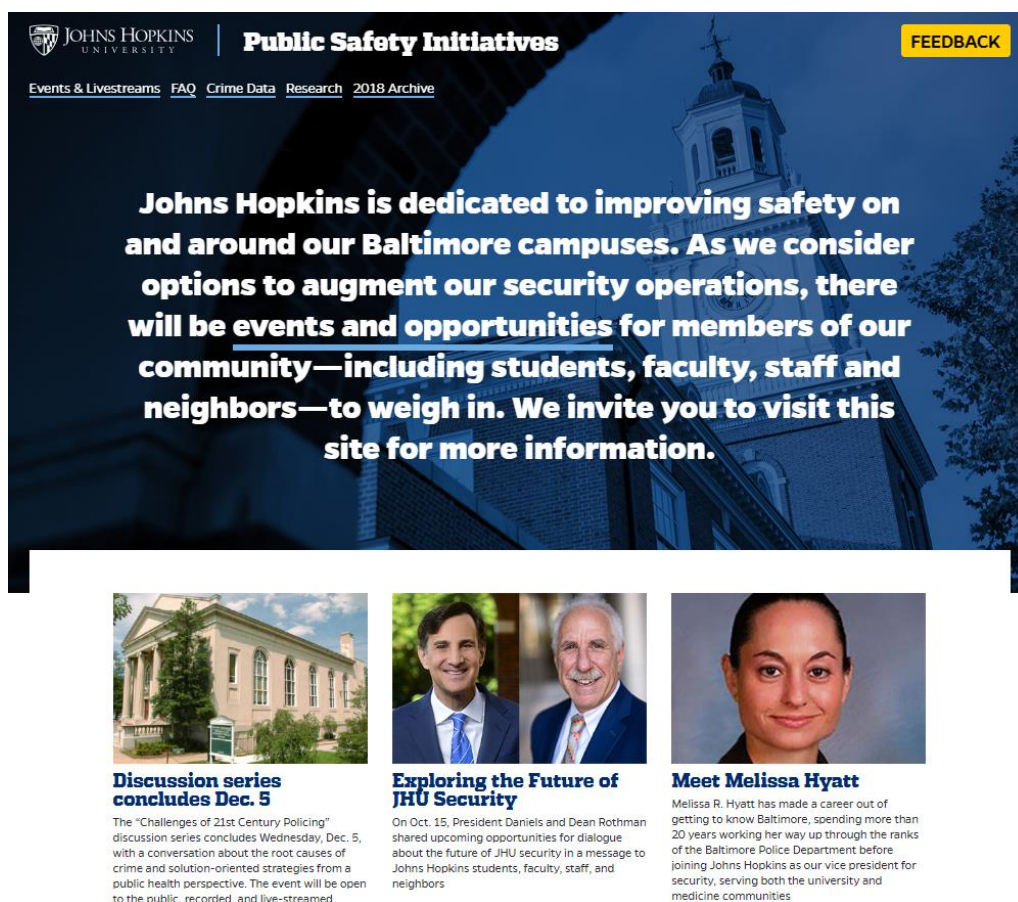
Hopkins Government and Community Affairs team, and nearly every member of the Baltimore City Council and the Baltimore City delegation to the General Assembly. The questions and issues raised in all of these meetings have been critical in shaping our thinking about how best to move forward.

ii. Public safety initiatives website

Starting in early fall, we renewed our efforts to collect feedback from our community by launching a new website, <https://publicsafetyinitiatives.jhu.edu/>, which provides a dedicated “Feedback” button on every page. See Fig. 8. We announced the fall exploration process and this new website via a message to students, faculty, staff, and neighbors from President Daniels and Johns Hopkins Medicine CEO Paul Rothman, and in that message invited everyone to send input or request meetings via that online comment box. See Appendix L. As of December 14, we have received 96 messages through that channel. See Fig. 9 below in Section IV.a.

The website also provides information on the events and forums (see Fig. 8 below), crime data for our Baltimore campuses, research on university public safety approaches, and extensive FAQs to address questions from the community. The website also provides an archive of the 2018 legislative effort, for full transparency into our process to date.

Fig. 8: Screenshot of the Top Portion of the Public Safety Initiatives Website



iii. Discussion series and open forums

Concurrent with the launch of the website, we announced a series of public events throughout the fall, both on and off campus, to provide opportunities for students, faculty, staff, and other community members to hear expert perspectives on different aspects of modern policing and crime and share their own input in-person with university leaders. See Appendix M. Nearly all of these events were attended by President Daniels and Vice President for Security Melissa Hyatt, with other senior university leaders attending as many as possible. All events were livestreamed on the public safety initiatives website, with videos archived for those who could not attend. Every event included a question-and-answer period, and those attending via livestream were able to ask questions online.

One component of these events was a three-part discussion series, “**The Challenges of 21st Century Policing**,” which brought in Baltimore and national experts to address different aspects of policing issues in Baltimore and the United States that are relevant to university safety and security. These three events drew over 400 attendees from Hopkins and the community, and were watched online by nearly 300 viewers.

- Session 1, “**Current Landscape of University Policing**,” was moderated by Larry Jackson, Bloomberg Distinguished Professor of English and History at JHU, and featured as panelists:
 - Cedric Alexander, Deputy Mayor of the City of Rochester;
 - Leonard Hamm, Director of Public Safety, Coppin State University;
 - Sue Riseling, Executive Director of the International Association of Campus Law Enforcement Administrators (IACLEA); and
 - Maureen Rush, Vice President for Public Safety and Superintendent of Penn Police, University of Pennsylvania.

Archived livestream link: <https://publicsafetyinitiatives.jhu.edu/events-livestreams/discussion-series-session-1/>

- Session 2, “**Constitutional Policing and Police Accountability**,” was moderated by Daniel Webster, Bloomberg Professor of American Health and Professor of Health Policy and Management at the Johns Hopkins Bloomberg School of Public Health, Director of the Johns Hopkins Center for Gun Policy and Research, and Co-Director of the Johns Hopkins Center for the Prevention of Youth Violence, and featured as panelists:
 - Nancy La Vigne, Vice President for Justice Policy at the Urban Institute;
 - Christy Lopez, Distinguished Visitor From Practice, Georgetown Law School; Former Deputy Chief in the Special Litigation Section of the Civil Rights Division at the U.S. Department of Justice; and
 - Vesla Weaver, Bloomberg Distinguished Associate Professor of Political Science and Sociology at JHU and a 2016–17 Andrew Carnegie Fellow.

Archived livestream link: <https://publicsafetyinitiatives.jhu.edu/events-livestreams/discussion-series-session-2/>

- **Session 3, “Root Causes of Crime and Solution-Oriented Strategies—A Public Health Perspective,”** was moderated by Lisa Cooper, the James F. Fries Professor of General Internal Medicine at Johns Hopkins School of Medicine and a Bloomberg Distinguished Professor who focuses on America’s health disparities, and featured as panelists:
 - Jens Ludwig, an economist at University of Chicago whose work focuses on how urban poverty and social conditions affect a range of outcomes;
 - JT Timpson, who directed one of the sites of Baltimore’s Safe Streets violence interrupters program and currently leads Baltimore Roca, an anti-violence nonprofit;
 - Carla Shedd, a sociologist at the City University of New York whose work focuses on how young people’s institutional experiences shape their path with the criminal justice system;
 - John Rich, a public health physician and professor of health management and policy at the Drexel University Dornsife School of Public Health and co-director of the Center for Nonviolence and Social Justice at Drexel, whose work focuses on health challenges faced by young African-American men; and
 - Erricka Bridgeford, who directs Baltimore Ceasefire, a community-based organization that organizes ceasefire weekends and other community outreach, advocacy, and life-affirming events in Baltimore around reducing gun violence.

Archived livestream link: <https://publicsafetyinitiatives.jhu.edu/events-livestreams/discussion-series-session-3/>

Speaker biographies for this discussion series are attached at Appendix N. Findings from this series are described in Part IV.

Johns Hopkins also held a pair of open forums with university leadership, one near our Homewood campus and one near our East Baltimore campus, to complement the multiple small-group and one-on-one meetings. These were designed to give neighbors, community members, students, faculty, and staff additional opportunities to share their experiences, recommendations, and concerns about public safety directly with President Daniels, Vice President for Security Melissa Hyatt, JHU Senior Vice President for Finance and Administration Daniel Ennis, and JHM Senior Vice President, CFO, and COO Robert Kasdin. These forums, each over two hours long, drew 227 attendees from across the university and the affected communities (with an additional 156 watching via the livestream). Links to the archived livestreams for these forums are here:

- **Homewood area** (29th Street Community Center):
<https://publicsafetyinitiatives.jhu.edu/events-livestreams/community-forum-1-homewood-area/>
- **East Baltimore** (Del. Hattie Harrison Community Center):
<https://publicsafetyinitiatives.jhu.edu/events-livestreams/community-forum-2-east-baltimore/>

b. Peer Benchmarking

Violent crime on and around university campuses is not a new phenomenon, particularly in urban settings where violent crime rates tend to be higher.²⁹ So as part of our exploration of new security approaches, Johns Hopkins surveyed the security models at scores of peer universities, with a particular focus on urban peers. This survey included all 21 of JHU's peers in the Baltimore area and the Washington, DC area, both public and private. A table summarizing the security models at 46 relevant peers is at Appendix G.

The university also examined the practices of select municipal and county police departments – both in Maryland and nationally – that have strong reputations for constitutional policing and/or recent, innovative approaches to police reform. These included:

- Howard County Police Department
- Montgomery County Police Department
- New Orleans Police Department
- San Francisco Police Department
- Seattle Police Department

Lastly, the university reviewed the draft policies emerging from the court-supervised consent decree process with the Baltimore Police Department.³⁰ These draft policies reflect input from the BPD Monitoring Team,³¹ which includes respected practitioners and subject matter experts on fair and impartial policing, as well as from the Baltimore City community and national organizations like the NAACP Legal Defense Fund. They are also required to be submitted to the court for approval. As such they warrant careful consideration.

Findings from this peer benchmarking are reported below in Part III.

c. Research

The many aspects of public safety and its impacts – on violent crime rates, on neighborhoods, and on individuals – have been the subject of intensive study by scholars. In exploring how best to augment our public safety strategies at Johns Hopkins, we undertook an extensive review of the relevant academic literature.³² As mentioned previously, a comprehensive bibliography of scholarly works consulted is at Appendix H. Some of the many research topics we explored include:

- Root causes of violent crime;
- Alternatives to traditional public safety approaches;

²⁹ U.S. Department of Justice, Office of Victims of Crime (OVC), *2017 National Crime Victims' Rights Week Resource Guide: Urban and Rural Victimization Fact Sheet*, https://ovc.ncjrs.gov/ncvrvw2017/images/en_artwork/Fact_Sheets/2017NCVVRW_UrbanRural_508.pdf.

³⁰ <https://www.baltimorepolice.org/transparency/draft-policies>.

³¹ <https://www.bpdmonitor.com/about/>.

³² One caveat is that the literature on *university* public safety, in particular, is quite limited, so not all lessons drawn by scholars about public safety, broadly speaking, are applicable to university settings. In general, however, we assumed that knowledge could be gained from all relevant scholarship.

- Impacts of various public safety approaches on minority communities;
- Impacts of various public safety approaches on youth;
- Impacts of various public safety approaches on persons with mental health issues;
- Impacts of various public safety approaches on levels of crime;
- Impacts of various public safety approaches on the distribution of crime;
- Elements of procedural justice in interactions with law enforcement;
- Best practices for transparency and public accountability in public safety operations; and
- Best practices for recruiting, hiring, and training persons empowered to uphold public safety.

Public safety is also a topic of study and advocacy by many institutes, government and nonprofit organizations, and advocacy organizations – from the Police Executive Research Forum to the Center for Policing Equity to the ACLU to Campaign Zero, a police reform campaign launched by activists in the Black Lives Matter movement. The diverse perspectives of these groups provided us many useful insights. A list of organizations whose materials we reviewed, including key reports, is available at Appendix I.

III. Peer Benchmarking & Research Findings

Our examination of peers and the relevant academic literature yielded a number of valuable insights that have informed our understanding of how we can best address violent crime at and near Johns Hopkins in both the near term and the long term. Before presenting those findings, we want to stress that we did not look at this complex set of issues in a vacuum.

We are sensitive to Baltimore City’s long and troubled history with efforts to address violent crime, a history well-documented in the U.S. Department of Justice’s Civil Rights Division in its 2016 report that preceded the BPD consent decree.³³ This history includes tragic episodes of city police perpetuating violence and not preventing violence, particularly in communities of color. We are also aware that Johns Hopkins is viewed by some as having a mixed record on addressing crime, with some residents viewing the institution as complicit in the health and economic disparities that contribute to it, and with some students, faculty, staff, and alumni having had negative experiences with Johns Hopkins’ current security operation. We know that we cannot simply assume that approaches to violent crime reduction that work well elsewhere will work or be acceptable here. There are no easy answers when it comes to addressing violent crime in this city and at our campuses, and any approach taken must directly address skepticism of police-based approaches and fear of illegal and unconstitutional police practices.

We came at this peer benchmarking and research with that context in mind, and with the intention to learn not only from peer institutions and scholars but also from our community. Accordingly, the findings that follow should be read in tandem with the findings from our community engagement process in Part IV.

³³ U.S. Department of Justice, Civil Rights Division, “Investigation of the Baltimore City Police Department,” Aug. 10, 2016, <https://www.justice.gov/crt/file/883296/download>.

a. How Peer University Public Safety Organizations Are Structured

Nearly all the urban university peers³⁴ we surveyed have as part of their security operations a police department with officers who are authorized by the state to intervene in crimes, stop and search citizens, and make arrests. See Appendix G. This is consistent with patterns nationwide; over two thirds of U.S. four-year colleges and universities with 2,500 or more students use sworn police officers.³⁵ These organizations usually have investigators on staff so that they can spend time following up on campus crimes without relying on the available investigative resources of the corresponding municipal police department. The on-staff investigators can also follow up on lesser crimes reported to their officers, like wallet and phone theft, that may not get attention from municipal police, given the volume and severity of matters they need to attend to.

In Baltimore City, all of our public peers have had sworn police departments for decades.³⁶ Because they are state-authorized police departments, they are subject to the state's regulations on police, which include numerous data collection and reporting requirements, for things like race-based traffic stops,³⁷ discipline against officers,³⁸ and deaths involving officers.³⁹ They also include restrictions on their use of arrest and citation powers (quotas are prohibited),⁴⁰ and on their use of captured license plate data.⁴¹

Although our private peers, like JHU, are not currently authorized to form police departments, several employ Special Police Officers, who are empowered by the state to intervene in crimes and make arrests but only on campus property, and who cannot share use of computer aided dispatch (CAD) with officers who serve as part of a police department. Johns Hopkins currently employs 63 unarmed Special Police Officers across all our Baltimore campuses.

Women and men who serve in state-authorized university police departments, in Maryland and elsewhere, are required to undergo the same state-sanctioned training as other state law enforcement officers before they can be certified as police officers.⁴² The universities often provide additional training tailored to their specific needs. See Appendix G. Note that special

³⁴ We define "urban university peers" conservatively as colleges and universities located within cities with populations of 250,000 or more. Ivy Plus peers like Cornell University (Ithaca, NY), Dartmouth College (Hanover, NH), Princeton University (Princeton, NJ), and Stanford University (Stanford and Palo Alto, CA) are not included.

³⁵ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, "Special Report: Campus Law Enforcement, 2011-12 (Jan. 2015), <https://www.bjs.gov/content/pub/pdf/cle1112.pdf> (this is the most recent report available).

³⁶ The University of Maryland, Baltimore Police Force dates back to 1948. University of Maryland, Baltimore, Police and Public Safety, "History," <https://www.umaryland.edu/publicsafety/about-us/history/>.

³⁷ Md. Code Ann., Transportation § 25-113.

³⁸ Md. Code Ann., Public Safety § 3-518 (requires each law enforcement agency to annually report (1) the number of serious officer-involved incidents; (2) the number of officers disciplined; and (3) the type of discipline administered to each officer who was disciplined).

³⁹ Md. Code Ann., Public Safety § 3-507 (includes data and reporting on officer-involved deaths – shootings, sudden in-custody deaths, etc. – and officer line-of-duty deaths).

⁴⁰ Md. Code Ann., Public Safety § 3-504.

⁴¹ Md. Code Ann., Public Safety § 3-509.

⁴² See Md. Code Ann., Public Safety § 3-209.

police officers in Maryland are not required by law to undergo state-sanctioned training unless the Secretary of State Police deems it necessary.⁴³

The jurisdiction of university police departments at urban peers varies, but it is common for departments in densely populated areas to have primary jurisdiction on their property and concurrent jurisdiction with the local police department – agreed through an MOU – for portions of the neighborhoods nearby their campuses. Examples of this arrangement include the University of Baltimore, the University of Maryland, Baltimore, Drexel University, Tulane University, the University of Chicago, the University of Pennsylvania, Washington University in St. Louis, and Yale University. This arrangement is also used by university peers in less densely populated areas; for example, the University of Maryland, College Park, has concurrent jurisdiction over all of downtown College Park.⁴⁴ This concurrent jurisdiction is viewed as a benefit to both the communities within the university patrol area – because the university officers can back up and assist local officers in an emergency – and to communities beyond the patrol area – because it frees local police departments from focusing on campus issues and permits them to commit more time and resources to neighborhood patrol.

A handful of our urban peer university police departments also are accredited by either the Commission on Accreditation for Law Enforcement Agencies (CALEA) or the International Association of Campus Law Enforcement Administrators (IACLEA), a rigorous process of improving policies and procedures that takes years to complete.⁴⁵ These include the Brown University Department of Public Safety, the University of Chicago Police Department, the Drexel University Department of Public Safety, the Duke University Police Department, the University of Pennsylvania Police Department, and the Tulane University Police Department. See Appendix G. This accreditation is available whether or not a security operation is sworn, and Johns Hopkins is currently preparing to seek IACLEA accreditation in 2019.

In our peer benchmarking, and at the request of a member of the state legislature, we looked for and were able to identify a small handful of colleges and universities that have obtained sworn police coverage on campus through an arrangement with their municipal police department. See Appendix G. All the institutions we identified with this arrangement are either in much smaller communities, cities with much lower crime rates, or cities whose citizens have better relations with their municipal police department. Of this handful of institutions, only one, Colorado College, is a private institution, and it serves a student body of ~2,000 compared to Johns Hopkins' over 24,000 students. All the others are public, and so have a greater expectation of municipal police on campus because their grounds are public property.

The remaining colleges and universities we surveyed generally have a public safety organization structured like ours, composed mainly of unarmed security guards who act as “eyes and ears,”

⁴³ Md. Code Ann., Public Safety § 3-303.

⁴⁴ Aaron Davis, “University of Maryland Police Expands Its Concurrent Jurisdiction,” UMPD News, Sept. 16, 2013, <https://umpdnews.umd.edu/node/122>.

⁴⁵ IACLEA, *Accreditation FAQs*, <https://www.iaclea.org/accreditation-faqs>; see Gerald W. Schoenle, Jr., “Progressive Policing in the 21st Century: A Blueprint for Change,” *Campus Law Enforcement Journal* 47(3) 16-19 (May/June 2017), <https://www.iaclea.org/assets/uploads/pdfs/CLEJ-2017-03-ProgressivePolicing.pdf>.

sometimes supported by armed off-duty police officers used on a contractual basis, and otherwise relying on their municipal police department. Baltimore- and DC-area examples include Goucher College (unarmed security guards only) and Stevenson University (unarmed security guards supported by off-duty police officers who can carry firearms). Some also augment their security organization through use of privately contracted armed security guards. An example is George Washington University, which uses private armed security guards for its Virginia Science and Technology Campus.

Sensitive to concerns expressed about the increased risks that might come from having a sworn police department, Johns Hopkins also reviewed all publicly reported incidents across all Maryland university police departments over the period from January 1, 2007, through January 30, 2018. During that roughly 10-year period there have been four reported incidents of firearms discharges, three reported incidents of alleged excessive force, and one reported incident of racial profiling. These findings are not shared to suggest that problems do not exist but rather to highlight that the track record of Maryland's university police departments is quite distinct from the track record of its municipal police departments.⁴⁶

b. Research on Public Safety Approaches

What does research tell us about which public safety approaches work best – not just those in use at university peers but also others? To answer this question, we first need to identify what we as an institution mean by “work best.” Do we mean work best at violent crime reduction? If so, as Drexel University Professor John Rich said at our event on root causes of crime, “We have to think about who are we protecting, [and] who from whom?” Protecting only those on Johns Hopkins campuses or also those in the surrounding neighborhoods? And protecting them from wrongdoers within the Hopkins community or wrongdoers in the city or both?

How we at Johns Hopkins approach public safety – who we hire, how we train, where and how we patrol, with what authority – all impacts the “insider/outsider” issues inherent in any effort to protect a particular community. These include what Professor Carla Shedd describes as the “criminal gaze” that some members of our community experience on account of their age, gender identity, dress, or skin color.⁴⁷ Particularly when contemplating whether to build a university police department with authority to make stops, searches, and arrests, and to use force when necessary, we need to be deeply thoughtful and informed by our values, constitutional requirements, and best practices in how we determine the best way forward.

i. Research on values that should guide our public safety approach

Leading scholars and practitioners have identified a set of core values that should guide modern public safety efforts, based on study and observation of citizens' experience interacting with law enforcement. These values can be grouped under the banner of what Tracey Meares, Yale Law School professor and Baltimore consent decree monitoring team member, calls “rightful

⁴⁶ See, e.g., U.S. Department of Justice, Civil Rights Division, “Investigation of the Baltimore City Police Department,” Aug. 10, 2016, at 8.

⁴⁷ Shedd, Carla, *Unequal City: Race, Schools, and Perceptions of Injustice*, New York: Russell Sage (2015), at 99.

policing.”⁴⁸ Rightful policing goes beyond constitutional policing, which seeks to ensure that citizens receive equal protections of the law.⁴⁹ Constitutional policing is necessary, and a critical priority for any police department, but it alone may be insufficient to ensure public safety that is perceived by the community as legitimate. As Christy Lopez, a speaker in one of our events remarked, “You can be lawful but awful.” Rightful policing also goes beyond effective policing, which seeks to ensure that steps taken in the name of public safety actually reduce crime. Again, while necessary and important, effective policing in and of itself may be insufficient to ensure legitimacy.

First among the values of “rightful policing” are trust and procedural justice.⁵⁰ Effective public safety relies on building strong mutual trust between citizens and law enforcement officers, and establishing a shared perception of procedural justice.⁵¹ As President Obama’s Task Force on 21st Century Policing explained:

Decades of research and practice tell us that the public cares as much about how police interact with them as they care about the outcomes that legal actions produce. People are more likely to obey the law when they believe those who are enforcing it have the right—the legitimate authority—to tell them what to do. Building trust and legitimacy, therefore, is not just a policing issue. It involves all components of the criminal justice system and is inextricably bound to bedrock issues affecting the community such as poverty, education, and public health.⁵²

In short, the people and practices we put in place for public safety matter as much as the outcomes we seek.⁵³ If we reduce crime but do so at the expense of personal dignity and community cohesion, it is a hollow success. We have unfortunately seen this in Baltimore at several points in its history, and we must learn from that history, particularly its damage to communities of color.⁵⁴ We must therefore seek to build trust and prioritize procedural justice in all interactions with our public safety operation.

⁴⁸ Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1865, 1875-1880 (2013).

⁴⁹ Police Executive Research Forum, “Constitutional Policing as a Cornerstone of Community Policing” (April 2015), at 2.

⁵⁰ See, e.g., Haas, Nicole E., Maarten Van Craen, Wesley G. Skogan, and Diego M. Fleitas, “Explaining officer compliance: The importance of procedural justice and trust inside a police organization,” *Criminology & Criminology Justice*, 15(4), 442-463 (Jan. 2015); Blader, Steven L., and Tom R. Tyler, “A Four-Component Model of Procedural Justice: Defining the Meaning of a ‘Fair’ Process,” *Personality & Social Psychology Bulletin* 29(6): 747-58 (June 2003).

⁵¹ Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1865, 1875-76 (2013).

⁵² President’s Task Force on 21st Century Policing, *Final Report*, at 5 (2015).

⁵³ See Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1865 (2013).

⁵⁴ U.S. Department of Justice, Civil Rights Division, “Investigation of the Baltimore City Police Department,” Aug. 10, 2016, <https://www.justice.gov/crt/file/883296/download>; see Soss, Joe, and Vesla Weaver, “Police Are Our Government: Politics, Political Science, and the Policing of Race-Class Subjugated Communities,” *Annual Review of Political Science* (May 2017); Weitzer, Ronald, Steven A. Tuch, and Wesley G. Skogan, “Police–Community Relations in a Majority-Black City,” *Journal of Research in Crime and Delinquency*, 45(4): 398-428 (Nov. 2008).

Second, and flowing from these primary values, public safety can only be effective if the community buys into it.⁵⁵ This means putting an emphasis on protecting, respecting, and listening to all people who come into contact with law enforcement (the “guardian” model) rather than pitting law enforcement against communities (the “warrior” model).⁵⁶ We should be mindful in this context that, for many people, sadly, public safety providers inspire sensations of fear, not safety (see Section IV.c below).⁵⁷ And it means giving the community opportunities to participate in the law enforcement operation, both in shaping its standards and in reviewing its missteps.⁵⁸

Third, research suggests that public safety must be grounded in policies and procedures that reflect the values and unique needs of the community being served.⁵⁹ For the Johns Hopkins community, which has among its central missions the treatment of the sick and injured, our public safety policies must prioritize reducing harm and preserving life over punishing those who inflict harm.⁶⁰ Johns Hopkins and its surrounding neighborhoods make up a diverse community, and so our policies must also encourage practices that ensure non-discrimination and foster respect, so that all are treated as equal partners in reducing crime.⁶¹ Lastly Johns Hopkins is an institution that serves young people, so in our public safety practices we must take particular care to lift up rather than unintentionally victimize youth, avoiding tactics that would stigmatize youth or put them at risk.

Fourth, and essential for an educational institution like ours, public safety efforts must be preceded by rigorous education and training. Public safety as a profession is in many ways unique in that the women and men in the profession are expected to play a number of roles well, from crime stopper to first responder to social worker.⁶² Often they have to make quick

⁵⁵ See, e.g., Skogan, Wesley G., “Citizen Satisfaction with Police Encounters,” *Police Quarterly* 8:298-321 (Sep. 2005); Fontaine, Jocelyn, David Leitson, Jesse Jannetta, and Ellen Paddock, “Mistrust and Ambivalence between Residents and the Police: Evidence from Four Chicago Neighborhoods,” Urban Institute Justice Policy Center (Aug. 2017).

⁵⁶ See Soughton, Seth W., “Principled Policing: Warrior Cops and Guardian Officers,” 51 *Wake Forest L. Rev.* 611, 612-13 (2016); President’s Task Force on 21st Century Policing, *Final Report*, at 3 (2015); see also Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1865, 1875-76 (2013).

⁵⁷ See, e.g., Clevinger, Amanda M., Heather M. Kleider-Offutt, and Erin B. Tone, “In the eyes of the law: Associations among fear of negative evaluation, race, and feelings of safety in the presence of police officers,” *Personality and Individual Differences* 135(1): 201-2016 (Dec. 2018) (finding that how one views interactions with police may influence whether or how often a citizen seeks police protection as well as the nature of those interactions); Bryant-Davis, Thema, “The Trauma Lens of Police Violence against Racial and Ethnic Minorities,” *Journal of Social Issues* 73(4): 852-871 (Dec. 2017).

⁵⁸ See Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1865 (2013); see also National Association for Civilian Oversight of Law Enforcement, “Civilian Oversight of Law Enforcement: A Review of the Strengths and Weaknesses of Various Models” (Sept. 2016).

⁵⁹ President’s Task Force on 21st Century Policing, *Final Report*, at 2 (2015).

⁶⁰ See, e.g., Obasogie, Osagie K., and Newman, Zachary, “Police Violence, Use of Force Policies, and Public Health,” *American Journal of Law & Medicine*, 43 (2017): 279-295; Open Society Foundations, “Police & Harm Reduction: How Law Enforcement Can Advance Public Safety, Public Health, and Public Confidence” (2018).

⁶¹ See Meares, Tracey L., “The Path Forward: Improving the Dynamics of Community-Police Relationships to Achieve Effective Law Enforcement Policies,” 117 *Columbia Law Review*, 1355 (June 2017).

⁶² See President’s Task Force on 21st Century Policing, *Final Report*, at 3 (2015).

assessments of rapidly unfolding situations, determining who is in danger and who is posing a danger to others and then determining how best to offer support or neutralize any danger. All these roles and skills require regular education and training on how to make decisions and deploy law enforcement tools in ways that maintain legitimacy in the community.⁶³ Mistakes can be made in these complex situations, but frequent and effective training can help reduce the risk, and prevent inadvertent poor judgments based on prejudices and preconceptions, emotion, or lack of experience.⁶⁴ And continuing education and training can help reinforce important lessons and teach new ones.⁶⁵

ii. Research on impacts of university public safety departments on violent crime

If an institution can build a best-in-class public safety operation, enshrining the values described above, the question still remains: Will it succeed at the task of reducing violent crime? Research suggests it will, if the right strategies are deployed. A recent report by the National Academies of Science, Engineering, and Medicine found that a number of policing strategies are effective at reducing violent crime.⁶⁶ For example, “problem-oriented” policing, which seeks to respond to crime problems by combining a variety of techniques, from traditional policing to fixing lighting to improving recreational opportunities for youth, was found to lead to short-term reductions in violent crime.⁶⁷ “Hot spots” policing, which deploys law enforcement officers to particular areas, was found to produce short-term violent crime reduction effects without simply displacing crime into surrounding areas.⁶⁸ In U.S. cities nationwide, recent estimates suggest that each dollar spent on police is associated with approximately \$1.60 in reduced victimization costs.⁶⁹

What about university-based public safety programs? There are far fewer studies in this area than regarding municipal policing; however, those that exist provide strong evidence that university police departments are effective in reducing violent crime. A 2012 study of the University of Pennsylvania Police Department (UPPD) found a 60% decrease in violent crime

⁶³ Tracey Meares points out that rookie police officers are too often trained only on what the law requires, and “not correspondingly trained about how to conduct themselves so as to create and maintain their legitimacy in the community.” Meares, Tracey L., “The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters,” 54 *William & Mary Law Review* 1879 (2013).

⁶⁴ See, e.g., Miles-Johnson, Toby, Lorraine Mazerolle, Sharon Pickering, and Paul Smith, “Police Perceptions of Prejudice: How Police Awareness Training Influences the Capacity of Police to Assess Prejudiced Motivated Crime,” *Policing and Society* 28:730-745 (2016).

⁶⁵ See, e.g., Compton, M.T. and V.H. Chien, “Factors related to knowledge retention after crisis intervention team training for police officers,” *Psychiatric Services* 59:1049-1051 (Sept. 2008).

⁶⁶ National Academies of Sciences, Engineering, and Medicine, *Proactive Policing: Effects on Crime and Communities*, Washington, DC: The National Academies Press (2018).

⁶⁷ *Id.* at 138-9 (see Jacksonville, Florida intervention, which was associated with a 33 percent drop in street violence during the 90-day post-intervention assessment period).

⁶⁸ *Id.* at 127 (discussing the 23-percent reduction in violent crime over three months resulting from the Philadelphia Foot Patrol Experiment); *id.* at 129 (“The available research evidence suggests that hot spots policing interventions generate statistically significant crime-reduction impacts without simply displacing crime into areas immediately surrounding the targeted locations.”); see also Braga, Anthony, Andrew Papachristos, and David Hureau, “Hot Spots Policing Effects on Crime,” *Campbell Systematic Reviews* 2012:8 (June 2012).

⁶⁹ Chalfin, Aaron and Justin McCrary, “The Effect of Police on Crime: New Evidence from U.S. Cities, 1960-2010,” *National Bureau of Economic Research*, Working Paper 18815 (2013).

within the UPPD patrol boundary.⁷⁰ Combined with decreases in property crime and street crime associated with the department, this translates into an average of 27 fewer crimes per year on blocks inside the university patrol area than blocks outside the university patrol area.⁷¹ A 2016 study of the University of Chicago Police Department (UCPD) found that the presence of UCPD officers has a large long-term impact on crime, particularly violent crime.⁷² From April 2004 through May 2012, the coauthors found that there were 63% fewer violent crimes in the UCPD's patrol area than outside it, and they found that blocks patrolled by both city police and UCPD had even fewer crimes. (These studies are available on our website, at <https://publicsafetyinitiatives.jhu.edu/research/>.)

It is important to stress that these studies, and those cited by the National Academies, show that adding police to a particular area does not displace crime to areas outside their patrol zone.⁷³ A recent review of the relevant research found, instead, that “crime control benefits may diffuse into the areas immediately surrounding the targeted locations.”⁷⁴

IV. Findings from Community Engagement

Our community engagement process provided us with a range of opportunities to dialogue directly with neighbors and Hopkins affiliates who would be impacted by changes to our security operation. We included community members in each stage of this exploratory process and solicited feedback – in-person and online – on strategies to improve safety both on and around our campuses.

During these many discussions, community members shared their personal experiences with violent crime in Baltimore or elsewhere and in interacting with our university security personnel, and they frequently urged us to consider new ways to strengthen our existing operations and deepen our investments in the community. Likewise, our panel discussions allowed us to learn from national experts on such issues as constitutional policing, police training, racial bias, treatment of sexual assault survivors, root causes of crime, and police accountability. These conversations have been invaluable, helping to guide our further engagement processes and providing much-welcomed advice on this very important issue.

⁷⁰ MacDonald, John M., Jonathan Klick, Ben Grunwald, “The Effect of Privately Provided Police Services on Crime,” *Faculty Scholarship*, Paper 430 (2012), <https://pdfs.semanticscholar.org/5dfe/a751f2c74c492abc61729e8dfd75aca04954.pdf>.

⁷¹ *Id.*

⁷² Heaton, Paul, Priscillia Hunt, John MacDonald, and Jessica Saunders, “The Short- and Long-Run Effects of Private Law Enforcement: Evidence from University Police,” *The Journal of Law and Economics* 59(4):889–912 (Nov. 2016), <https://www.journals.uchicago.edu/doi/abs/10.1086/690732>.

⁷³ National Academies of Sciences, Engineering, and Medicine, *Proactive Policing: Effects on Crime and Communities*, Washington, DC: The National Academies Press (2018), at 6.

⁷⁴ Braga, Anthony, Andrew Papachristos, and David Hureau, “Hot Spots Policing Effects on Crime,” *Campbell Systematic Reviews* 2012:8 (June 2012), at 6; see National Academies of Sciences, Engineering, and Medicine, *Proactive Policing: Effects on Crime and Communities*, Washington, DC: The National Academies Press (2018), at 6 & 125-126.

From these community conversations, we have come to see that there is no singular community perspective on the 2018 legislation or the other public safety strategies being considered by the university. Even within individual neighborhoods and on our campuses, community members have shared a variety of complementary – and often conflicting – views. However, as this process proceeded, specific themes emerged from these discussions that have both shaped and informed our final recommendations. Below is a detailed discussion of those themes and broader findings from our community engagement.

a. Protection from Violent Crime is a Shared Concern within Our Communities

Community members frequently expressed concerns about violence and crime and their desire to live in safer communities. This issue of safety was frequently raised in small group meetings, online comments, and at the open forums, which were jointly hosted by Johns Hopkins and community stakeholders and held at off-campus locations. At the first forum, one of the earliest comments came from a community member who had been a victim of violent crime. He spoke of being robbed at gunpoint not far from the Homewood campus and stressed that he “just wanted his community to be safe.” While that community member opposed the 2018 legislation, another community member at the East Baltimore forum explained that the ongoing crime had led him to support the proposal. One lifelong East Baltimore resident commented that “we had four police commissioners, and they cannot really put a damper on crime. I’m in favor of whatever will help.”

This sentiment was echoed by several community members who spoke about worsening neighborhood crime. They also urged university leadership to consider whether any security proposal could potentially displace crime, moving it to surrounding communities (see research on this issue above in Section III.b). They encouraged the university to engage with neighborhoods to determine how they could work together to address their shared interests in improving safety on campus and in surrounding communities.

A clear majority of those who weighed in online were supportive of the concept of a university police department, though there were many who voiced strong opposition. See Fig. 9 below. It is important to note that even those commenters who opposed or were largely neutral on the proposal still frequently mentioned concerns about crime in their feedback. This view was shared by community members, faculty, students, and staff on all campuses and was emphasized in nearly all the comments submitted by parents.

The university also conducted a Gallup survey of staff earlier this year, which included the following open-ended question: “Please add any comments about your engagement at Hopkins here.” This question yielded dozens of unsolicited comments expressing concerns for staff safety, like the one at right. See Appendix O. Some of these comments also explicitly requested additional police protection (e.g., “We need more security around the campus”; “We need more security when walking to our cars”). In response to the question, “How can

“While I feel safe in the School’s buildings, I struggle to feel safe walking around campus. I wish more could be done to improve community safety for our employees and students.”

Hopkins work to successfully meet the needs of the staff and community in ways that are inclusive for all?” we received over a dozen answers asking for more safety and security (e.g., “Security needs to make more of a presence around campus to cut back on crime”; “I would like to see armed police on the campus of JHU”).

Fig. 9: Online Feedback by Position on University Policing and Community Affiliation

Online Feedback by Position on University Policing				
	Count			
Pro	54			
Neutral	32			
Con	10			
Total	96			

Online Feedback by Affiliation				
	Count	Pro	Neutral	Con
Faculty	13	6	6	1
Student	13	6	4	3
Staff	34	20	12	2
Alumni	3	2	1	0
Parent	11	10	1	0
Community	15	8	4	3
Not Given	7	2	4	1
Subtotal: Faculty, Student, Staff	60	32	22	6
Total	96	54	32	10

b. There is Strong Support for Greater Community Engagement within Our Existing and Future Public Safety Operations

In conversations with both supporters and opponents of the 2018 legislation, Johns Hopkins leadership has been encouraged to adopt a more community-oriented approach to safety and security. Community members cited the historical distrust of Johns Hopkins that has existed within the community and stressed that they wanted to ensure that the university continues to solicit their feedback and that they have opportunities to weigh in as new policies and initiatives are developed. This view was shared in both on-campus and neighborhood meetings with stakeholders.

During the first open discussion session, which focused on the landscape of university policing, a former member of the JHU administration urged university leadership to make a sincere effort to engage with the community. He was especially interested in the university bringing Baltimore Ceasefire, a local organization that is a part of the city’s peace movement, to the table during these discussions.

Also during that meeting, panelist Cedric Alexander spoke of his work helping to reform the Ferguson Police Department following the death of Michael Brown. He highlighted the community policing model in which officers are integrated into the community and place relationship-building at the core of their work. He also noted that similar recommendations are included in the Final Report of the President's Task Force on 21st Century Policing, of which Alexander was a member.

A community member representing the Guardian Angels made a similar reference to community policing at the second forum in East Baltimore. She mentioned that the Baltimore Consent Decree places a strong emphasis on community policing and questioned whether Johns Hopkins was willing to have an open dialogue around this strategy. In response, Melissa Hyatt, Johns Hopkins' Vice President for Security, shared her commitment to community policing, noting that successful public safety has to be about community collaboration. Further, she emphasized that she was currently engaged in those conversations and intended to move forward with implementation of this model even if the university does not establish a police department.

Some community members expressed concerns that there were not enough opportunities to provide in-person feedback at the public forums and discussions we hosted. They asked us to shorten university leadership presentations and instead provide more time for questions and answers. In response, we streamlined the meeting agendas and set aside more time at the end of each meeting for public comment and questions. We also decided, as a matter of policy, to extend meetings beyond the planned end time so that all stakeholders had the opportunity to ask their questions before we concluded. Ultimately, we found that, whether they supported or opposed the proposal, stakeholders consistently encouraged us have more opportunities for public dialogue and to continue these conversations next year if we decide to seek legislation to establish a university police department.

c. Opposition to a University Police Department Is Deeply Linked to Broader Concerns about the State of Policing in Baltimore and in the United States

We heard a wide range of community perspectives on the 2018 legislation and the concept of a university police department generally. There are members of the community who, as a matter of principle, oppose the establishment of a university police department at Johns Hopkins. For many of those individuals, opposition to a university police department reflects their larger concerns about the state of policing in Baltimore City and around the country. Their comments often echoed the growing national dialogue around police brutality and excessive force elsewhere. They mentioned Freddie Gray and Ferguson, and community members often pointed to the unfolding circumstances in Baltimore City around the Gun Trace Task Force to support their conviction that policing, corruption, and abuses of power go hand in hand.

There are also others who pointed to the long history of interactions between communities of color and law enforcement when explaining their concerns about the 2018 legislation. During the second expert panel discussion on constitutional policing, panelist Vesla Weaver, JHU Bloomberg Distinguished Associate Professor of Political Science and Sociology, began her remarks with a reading of archived personal accounts of black Baltimoreans, sharing their early

memories of interactions with police officers. She noted that the history of policing in the United States has been a source of generational trauma that has fueled distrust between black and brown communities and law enforcement. For those reasons, she questioned whether “we have the models in the country today of what would constitute fully humane, just, democratic policing.”

An East Baltimore resident and community leader spoke at the first open forum about the community’s distrust of BPD and questioned whether a university police department could ever rebuild that trust. She subsequently expressed her view that Johns Hopkins needed a university police department, while other community members – for similar reasons – urged us to discontinue our use of off-duty BPD officers on campus while also opposing any effort to replace those officers with university police.

Community members also spoke of their experiences with racial profiling or being unfairly targeted because of their race, ethnicity, or immigration status. During the first on-campus community discussion, moderator Larry Jackson, a JHU Bloomberg Distinguished Professor of English and History, discussed being racially profiled and having violent encounters with police as a teenager growing up in West Baltimore. Later in that same meeting, a JHU alumnus and Baltimore City resident recounted his own experiences being stopped by police and JHU campus security when he was a student in the 1970s. He stressed that even today, mistreatment of people of color by law enforcement is still far too common, and he feared that black students would actually be improperly targeted by university police officers. In individual and small group meetings, a number of community members shared similar concerns and explained that their fear and distrust law enforcement led them to oppose the 2018 legislation.

For others, however, their opposition to the 2018 legislation and the concept of a university police department is rooted in concerns about fairness and equity. They question whether the ongoing expansion of non-municipal policing within more affluent communities will actually lead to more inequalities in policing because those with political or financial influence may no longer have an incentive to advocate for improvements within the city police department. They urged university leadership to invest in reforming the BPD, and at least one elected official proposed establishing a university-specific unit within BPD that would provide services at all colleges and universities in Baltimore – public as well as private. That model of policing is discussed in more detail in Part V of this report.

d. While Fewer Supporters Weighed in during Public Events, a Significant Number of Individuals Expressed Support through One-on-One Conversations and Online Communications

Our community engagement plan provided stakeholders with a range of opportunities to share their views on the 2018 legislation and other options under consideration. In-person group meetings were held on and off campus in the evenings and afternoons to accommodate the schedules of both students and working individuals. University leadership held dozens of one-on-one meetings and conversations with community members to get their feedback. We also established an email account through which stakeholders always had the option to submit

comments online. This approach helped us to connect with a larger number of community members, including those who supported the 2018 legislation. Below is a summary of our findings from those communications.

First, stakeholders, especially parents, alumni, and trustees, who are part of the Johns Hopkins community but may live out of state, were very engaged and interested in this topic, specifically around the issues of crime and safety. They watched the livestream recordings of each of the five large group meetings, and they frequently weighed in online in support of the proposal. They were also more likely to send letters or call university leadership to encourage them to continue to move forward with the proposal.

Second, many students expressed feeling uncomfortable speaking in support of the proposal at the larger public meetings and appreciated having alternative ways to register their opinions. Many indicated that they feared that they would be ridiculed or ostracized by their peers for their views, so they preferred to share them privately. We found, in turn, that though not a prominent voice at open community meetings, supporters of the university police department proposal took advantage of some of these other opportunities to submit feedback. As noted above, from mid-October to mid-December, 96 comments were submitted online through the Johns Hopkins public safety website, and a clear majority were supportive of the 2018 legislation. See Fig. 9.

Third, in many one-on-one conversations, community members – especially residents in East Baltimore – were supportive of the idea of establishing a university police department at Johns Hopkins. As mentioned, university leadership, including President Daniels, participated in door-knocking and neighborhood walks in East Baltimore with members of Baltimoreans United in Leadership Development (BUILD). They had the opportunity to speak with market vendors, long-term residents, and neighborhood small business owners. Of those approximately 20 conversations, a strong majority indicated support for a university police department.

Lastly, there were several instances where community members' comments and criticisms were incorrectly perceived as marking their opposition instead of their support. In fact, at the last forum in East Baltimore, a neighborhood member returned to the microphone to clarify what he believed was a misunderstanding that "criticism of the initiative is equal to lack of support for the initiative." He stressed that he and his neighbors want Hopkins to be a model of good police practices emulated around the country, but they were pushing the institution to establish ongoing community engagement and public accountability. Viewed together, comments shared online and in-person provide a more complete picture of the community's perspective on the 2018 legislation.

e. Community Members Advocated for Increased Community Investments, including Those Targeting Root Causes of Violent Crime

Johns Hopkins leadership frequently heard from members of the community that we should not rely on law enforcement-based solutions alone to solve our violent crime problems. Instead, they urged us to also commit to strengthening our community investments and supporting initiatives that target the root causes of crime and promote public health approaches to violence prevention.

During the first panel discussion, an East Baltimore pastor shared the following remarks, which illustrate this sentiment:

I want to say emphatically that I, we, support the university police -- policing for Johns Hopkins, and with the power to make arrests. But I think also simultaneously what has to be done is an infusion of research and resources to the very troubled communities and neighborhoods that surround Johns Hopkins, so that the community doesn't continue to feel that it is a walled-off, gated palace that is insulating itself from the community. But, the community, from my conversations, wants to welcome that resource into our communities for public safety and amenities within the neighboring communities.

At a discussion session Johns Hopkins hosted on the root causes of crime (see Section II.a above), panelists spoke about the importance of supporting initiatives that target young children as well as teenagers and young adults. They also pointed to programs, such as Roca, Baltimore Ceasefire, and Baltimore Safe Streets, that have shown great promise in interrupting violence within the community. Finally, they spoke about the ways in which trauma, poverty, and structural racism can contribute to violence and stressed that Johns Hopkins must include within our recommendations, support for initiatives that focus on addressing these root causes of crime. Similar views were shared by several community members in the audience, and in discussions with faculty and graduate students, we further heard about the need and opportunity for research and field work that integrate public health with public safety and law enforcement strategies.

f. Training, Transparency, and Civilian Oversight Are Viewed as Tools to Help Prevent Racial Profiling, Excessive Force, and Other Abuses of Police Power

While there is a wide-ranging community perspective on the 2018 legislation and the concept of a university police department, both supporters and opponents have consistently encouraged Johns Hopkins to couple any university police department proposal with significant training, clearly articulated policies, oversight, and other safeguards to promote public accountability.

During the discussion series, several panelists stressed the importance of implementing training programs that exceed state and accreditation mandates. These included Christy Lopez, a Distinguished Visitor from Practice at Georgetown Law School and former deputy chief in the Civil Rights Division of the U. S. Department of Justice who led the investigation of the Ferguson Police Department. Professor Lopez recommended considering “active bystandership” training, which has been modeled in the New Orleans Police Department and teaches police officers how to intervene in order to prevent or interrupt misconduct by fellow police officers. Community members also urged university leadership to provide officers with trainings focused on improving interactions with vulnerable populations, including those with mental illness. Diversity and cultural competency trainings were also suggested, and others spoke about the need to ensure that officers receive training around sexual assault and intimate partner violence.

At the first panel, Sue Riseling, Executive Director of the International Association of Campus Law Enforcement Administrators (IACLEA), gave examples of how she used body-worn cameras when she was Chief of Police at the University of Wisconsin–Madison (a position she held for 25 years) to record her officers and then provide targeted training to address any

observed deficiencies, including racial profiling. This type of ongoing training, she argued, can help to improve the quality of officers within a department by helping to identify both those officers who need additional training and those who do not share the department's commitment to fair, just, and constitutional policing and should therefore be removed.

Transparency is another topic that was frequently discussed in these meetings. At the first discussion, a former University of Chicago student shared the challenges he encountered when he requested data from the university police department. He noted that it “took several years of protests, FOIA requests to get even daily reports from the university. For a long time they didn't have to report anything to the public.” Similar concerns about transparency and inadequate data-sharing were often cited by Students Against Private Policing (SAPP).

In her comments at the constitutional policing discussion, panelist Nancy LaVigne, Vice President for Justice Policy at the Urban Institute, stressed that police departments should be transparent in reporting data on the activities of their police officers. Reports should be shared with on and off campus communities. This view was also shared by Vice President Hyatt in her response to a question at the East Baltimore forum about whether university leadership would commit to including requirements around transparency and access to data and body camera footage in any legislation put forth by the university. Hyatt indicated that such data-sharing and transparency are in line with best practices and would have her support.

Finally, community members also had significant interest in oversight issues. They frequently spoke in favor of a review process that promotes public accountability. They stressed that there should be civilian members of the review board and that the board should have the authority to investigate claims against officers. Likewise, a community member at the second forum encouraged Vice President Hyatt to establish a review board that is independent of the department. University leadership committed to considering these recommendations.

V. Recommendations for Improved Public Safety

Johns Hopkins has carefully weighed all the findings and community input described above and has arrived at a diverse set of recommendations for ways to augment public safety on and around our campuses. We are mindful that there is no single solution to reducing crime and improving community peace and prosperity. As Jens Ludwig said at our community discussion about root causes of crime, with public safety we cannot be “looking for . . . a single vaccine where one thing will single-handedly address the problem,” but rather “different elements of a portfolio of things that can collectively help.” What follows is a mix of recommendations for both longer-term and near-term elements of that portfolio.

a. Public Safety Strategies Generally

First and foremost, Johns Hopkins' primary public safety strategy must continue to be our investments in the health and opportunities of the communities it calls home. Our jobs and educational programs, public health efforts like addiction treatment, economic inclusion initiatives, and neighborhood investments all attack the root causes of crime and create the conditions for lasting community peace. These investments, more than any specific security

investment, remain central commitments of the university and are critical to the long-term health and vibrancy of our university and our city. No investments that Johns Hopkins makes in public safety will come at the expense of our investments in these areas.

Second, Johns Hopkins must continue to look for and support non-security interventions that reduce violent crime. By this we mean continued investments in programs like Roca, which we were instrumental in bringing to Baltimore and which has been shown to divert high-risk youth away from involvement in violence, as well as new investments in similar efforts to treat the conditions that lead to violent crime before it occurs. Another example is summer jobs, which have also been shown to reduce violence among disadvantaged youth.⁷⁵ Johns Hopkins is proud to be the city's leader in providing paid summer jobs to youth and will continue to place as many youth as it can. We also have heard from our faculty and students a desire for Johns Hopkins to conduct research regarding the integration of public health research and practice with public safety and law enforcement strategies, and will look for opportunities to support those efforts.

Third, Johns Hopkins must continue investing in neighborhood assets that contribute to safety, like improved street lighting, access to transportation, and support for street-level retail in business districts near our campuses, which boosts foot traffic. By reducing the incidence of crime, these tools help reduce the need for other security measures.

Fourth, any security operation Johns Hopkins pursues must be guided by the values of rightful policing described in Section III.b: building trust and procedural justice into our practices, ensuring community participation and accountability, reflecting the needs of our institution and our community in our policies and procedures, and requiring rigorous education and training. Our goal in augmenting our security operation is harm reduction, not punishment; reducing community trauma, not perpetuating it. A set of strategies driven by rightful policing can allow for what Professor John Rich called “ventilation and validation,” where our public safety officers can assist our community members in ways that allow them to express their needs and feel validated in their experience.

b. Public Safety Strategies Specific to Johns Hopkins' Security Operation

Through our research and examination of the public safety organizations at scores of university peers, we have identified four different options for strengthening our security operation in the near term:

- (1) Continue on the path we are on now – making improvements where we can, but without the capacity to intervene in crimes (“status quo plus option”);
- (2) Supplement our security operation with private armed security guards (“private armed security option”);
- (3) Seek dedicated officers from the Baltimore Police Department (“BPD option”); or

⁷⁵ Heller, Sarah B., “Summer jobs reduce violence among disadvantaged youth,” *Science* 346(6214): 1219-1223 (Dec. 2014) (finding, in a randomized controlled trial among 1634 disadvantaged high school youth in Chicago, that assignment to a summer jobs program decreases violence by 43% over 16 months).

- (4) Establish an independent, state-authorized university police department (“JHPD option”).

In the pages that follow, we describe these options and evaluate them on a number of metrics, including their potential for meaningfully reducing violent crime and how they comport with the values we seek to uphold in any solution, like accountability, community participation, and rigorous training.

i. Status Quo Plus Option

Under the “Status quo plus” option, we would focus on making improvements to our existing security operation, with no effort to obtain the legal authority to establish a university police department. We would, for example, move forward with our plan to seek IACLEA accreditation. And we would continue with our existing efforts to both expand and improve the training provided to our security personnel, including de-escalation and anti-discrimination training, while also working to strengthen our partnerships and collaborations with the community.

We are already hard at work in this area. For example, Hopkins Security will soon be the first non-sworn organization to undergo training in integrating communications, assessment, and tactics (ICAT), which provides first responding police officers with the in-the-moment decision-making skills and tools they need to successfully and safely assess and defuse a range of critical incidents.

There are a number of clear downsides of this approach, however. Most importantly, we would continue to be unable to intervene in violent crimes and detain perpetrators where needed beyond campus boundaries. That inability has prevented us from proactively responding to crimes in progress on a number of occasions and has also reduced the deterrent power of our existing operation. Compare our record to that of our Baltimore City peers with police departments, which have seen lower rates of violent crime in the last four years than we have. See Figure 10.

Fig. 10: Clery Data⁷⁶ on Rape, Robbery and Aggravated Assault at Baltimore City Peers with Police Departments, 2014-2017

University	2014				2015				2016				2017			
	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total	Rape	Rob.	Agg. Ass't	Total
BCCC	0	2	2	2	0	0	0	0	0	0	0	0	0	0	0	0
Coppin State U.	3	8	7	18	3	6	3	12	2	5	9	16	3	3	6	12
JH - Homewood	4	1	4	9	12	6	2	20	6	7	8	21	11	8	11	30
JH - Peabody	0	3	3	6	1	2	0	3	0	4	1	5	1	6	1	8
JH - E. Baltimore	0	4	3	7	0	6	7	13	1	22	9	32	1	14	33	48
JH - Total	4	8	10	22	13	14	9	36	7	33	18	58	13	28	45	86
Morgan State U.	3	14	5	22	4	3	5	12	4	6	4	14	5	4	3	12
U. Baltimore	0	10	5	15	1	6	8	15	0	5	1	6	0	5	2	7
U.M. Baltimore	0	20	11	31	0	15	15	30	1	27	14	42	0	11	5	16

⁷⁶ Clery data include total incidents reported within the Clery boundaries and therefore include incidents involving Hopkins students, faculty, staff, and non-affiliates.

Because we would be unable to intervene in crimes, the bulk of our security personnel would continue to rely on 911 to dispatch the Baltimore Police Department to our campus areas when crimes occur. Given that it takes BPD an average of 15.9 minutes to respond to high-priority calls for service,⁷⁷ and that the average robbery occurs in under five minutes,⁷⁸ this reliance hampers our ability to stop crimes in progress.

We would also continue to need to wait for the BPD to arrive to help us in an active shooter situation on or near one of our campuses, since the security personnel under our direct supervision are not equipped to use force, if necessary, to stop active shooters. In situations where timing matters, not having people on staff and on campus who can respond immediately could have devastating consequences. An FBI study of all U.S. active shooter incidents between 2000 and 2013 found that, in the 63 incidents where the duration could be ascertained, 69.8% ended in five minutes or less, with over half of those ending in two minutes or less.⁷⁹ Johns Hopkins regularly conducts active assailant exercises with BPD officers, but the reality is that those officers do not have the same intimate knowledge of our campuses – and how to traverse them quickly – as would our own officers.

Given the state of violent crime in our city and our campus and surrounding environment, this option is untenable and indefensible. It keeps us from deploying tools that we know can further limit crimes, and is therefore not responsive to the legitimate desire of students, faculty, staff, patients and visitors to see us adopt an approach that affords greater protections.

ii. Private Armed Security Option

To address some of the concerns described above, Johns Hopkins could also pursue a private option, specifically contracting with a private armed security guard agency. Maryland law allows private property owners to hire security guards to provide armed protection on and at the borders of their property.⁸⁰ These guards may use the same level of force as a private citizen when acting in self-defense on their property, including deadly force when warranted.⁸¹ They may also make citizen's arrests on their property under certain circumstances.⁸²

⁷⁷ Police Foundation, *Baltimore Police Department Staffing Study* (Aug. 14, 2018), at 44-45 (“high-priority,” described in the report as “Priority 1,” means “high priority emergency-type calls and those involving serious crimes such as shootings, aggravated assaults, or robbery”), <https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/BPD%20Staffing%20Study%20Report%20for%20Website.pdf>.

⁷⁸ See, e.g., Gale, Julie-Anne, and Timothy Coupe, “The Behavioural, Emotional and Psychological Effects of Street Robbery on Victims,” *International Review of Victimology* 12: 1-22 (2005), at 6 (survey data from street robbery victims in the UK indicating that street robberies lasted an average of 3 minutes, with 60% lasting less than 2 minutes).

⁷⁹ U.S. Department of Justice, FBI, *A Study of Active Shooter Incidents in the United States Between 2000 and 2013* (2014), at 8, <https://www.fbi.gov/file-repository/active-shooter-study-2000-2013-1.pdf>.

⁸⁰ Md. Code Ann., Business Occupations § 19-101 *et seq.*

⁸¹ See *State v. Faulkner*, 301 Md. 482, 485 (1984); *Lee v. State*, 193 Md. App. 45 (2010) (describing when security guards can use force).

⁸² See Maryland State Police Licensing Division, *Advisory LD-SSU-15-002: Security Guard – Scope of Certification* (July 14, 2015), <https://mdsp.maryland.gov/Organization/Documents/Advisory%20LD-SSU%20%2015-002%20-%20Scope%20of%20Security%20Certification.pdf>.

Some private university peers use armed security guards,⁸³ as do a number of private businesses and neighborhoods in Baltimore. Johns Hopkins could pursue this option today, without any state or local legislative approval. We have concluded, however, that this option lacks the rigor and public accountability that comes from a state-authorized and regulated police department (see Section III.a above and Subsection V.b.iv below). For one, our institution would not be able to select the women and men who serve as private security guards, nor would we be able to hold them accountable for misconduct against our community members; those matters ultimately would be under the control of the security company that we use. Second, we would have limited control over their training, and private security guard agencies are not subject to the same training requirements that state police departments are. Third, if Hopkins used private armed guards, the community would not get the benefit of the multiple reporting requirements for state police departments,⁸⁴ another important tool for public accountability.

Accountability issues aside, it is also unclear whether private armed guards would be effective in the goal of reducing violent crime. Because they would be limited to our property, private armed guards would not be helpful in reducing and deterring crime beyond our campuses, which is as important to us as reducing and deterring crime on them. For reference, in 2017, 13 out of the 14 Clery-reported robberies in the East Baltimore area and all eight Clery-reported robberies in the Homewood area occurred on public property. This has been the pattern in prior years as well. And because private armed guards are not considered state law enforcement agencies, they would not be privy to CAD data used by law enforcement when responding to 911 calls, and so may not even know about these crimes until after they have transpired.

iii. BPD Option

As noted in our peer benchmarking, a small handful of colleges and universities have obtained sworn police coverage through a contractual arrangement with their municipal police department, in which the department designates some of its officers to perform a campus safety function full-time. See Appendix G.

This arrangement could, in theory, take the following form: having a unit of multiple officers from the municipal police department stationed on campus, sometimes based out of a substation that is shared with the educational institution's non-sworn security operation. It could also involve an arrangement where the municipal police department guarantees dedicated officers during particular hours. These officers would be hired and paid by the municipal police department, though it is likely that the schools would be required to pay funds to support this obligation.

⁸³ Examples include the University of Bridgeport, which uses Securitas (<https://www.bridgeport.edu/student-life/student-services/campus-safety>), and Tennessee Temple University, which uses Eagle Force One (<http://www.tntemple.edu/security-on-campus>).

⁸⁴ See Md. Code Ann., Transportation § 25-113 (requires reporting of data on race-based traffic stops); Md. Code Ann., Public Safety § 3-518 (requires each law enforcement agency to annually report (1) the number of serious officer-involved incidents; (2) the number of officers disciplined; and (3) the type of discipline administered to each officer who was disciplined); Md. Code Ann., Public Safety § 3-507 (includes data and reporting on officer-involved deaths – shootings, sudden in-custody deaths, etc. – and officer line-of-duty deaths).

If Johns Hopkins were to pursue such an arrangement with the BPD, it would demonstrate our commitment to investing in city services and personnel. If we were able to assist BPD with recruitment, hiring, and training of those officers detailed to our campuses, it also would enable us to model best practices in rightful policing. And, of course, this option would lower our capital costs, as we would have no need to create new physical infrastructure and make equipment purchases associated with additional staff of our own.

The BPD option raises a number of serious concerns, however. These include:

- **Low community trust in municipal policing** – As described above in Part IV, the issue of trust in BPD and in police generally is one we heard repeatedly from members of our community, including nearby neighborhood residents;
- **No ability to ensure appropriate staffing levels** – A key goal for Johns Hopkins is to augment existing security operations, but BPD is facing severe staffing shortages, with over 300 officer vacancies,⁸⁵ so there is no guarantee the BPD option would be appropriately staffed at all times, defeating that goal;
- **Concern about diverting BPD officers from communities with greater needs** – More importantly, given BPD staffing shortages and urgent citywide needs to deter and respond to crime, it would be hard to justify sending newly hired BPD officers into this university-campus-focused unit and not into the general patrol division;
- **Equity concerns among city universities** – If BPD establishes this dedicated unit, equity concerns would be raised about its use of city funds to focus on Johns Hopkins and not other city universities;
- **No ability to ensure continuity of personnel** – Effective community-oriented policing relies on the relationships that officers build with community members over repeated interactions, but BPD frequently has to rotate its officers off certain patrol areas to deal with crises or address staffing shortages, precluding those relationships from forming;
- **No final control over recruitment, hiring, and discipline** – Because this would be a BPD unit, BPD would be ultimately responsible for employment decisions, preventing Hopkins from implementing enhanced officer screening processes, relying on Johns Hopkins' reputation as an employer as a draw for recruitment, and proactively addressing complaints against officers;
- **Limited control over training and associated patrol needs** – There is no guarantee that Johns Hopkins would be able to provide supplemental training to these officers on issues like implicit bias, cultural competency, trauma-informed approaches, and mental health crisis interventions, and no guarantee that BPD would be able to maintain sufficient coverage while officers are trained;
- **Challenges in meeting the need for unified command** – It is essential that officers serving our campuses be part of a seamless and integrated structure that is accountable to Johns Hopkins' VP for Security, particularly in emergency situations, yet this new unit would necessarily be accountable to BPD's chain of command;

⁸⁵ Police Foundation, *Baltimore Police Department Staffing Study* (Aug. 14, 2018), at 55 (showing 320 officer vacancies as of August 2018).

- **Limited information sharing** – We would have to rely on BPD to provide information on the response to crimes impacting our community, including the identities and university affiliations of those involved, a situation that may lead to conflicts between Hopkins and the BPD regarding appropriate transparency to the community about ongoing investigations;
- **No control over the transparency and effectiveness of officer complaint process** – Complaints against officers in the new unit would necessarily be handled by BPD, and community trust in both the transparency and effectiveness of BPD’s existing complaint processes is currently low; and
- **Reduced ability to protect immigrant populations** – Johns Hopkins strongly supports its immigrant populations, including undocumented (i.e., DACA) students and undocumented patients, but with BPD serving as its security force, there is concern that a future change in BPD enforcement priorities might put immigrants on our campuses at heightened risk.

Johns Hopkins is committed to using our research and educational resources to support BPD efforts to reduce violent crime citywide; however, the BPD option lacks the degree of reliability, consistency, and accountability our institution seeks in augmenting our own public safety operation.

iv. JHPD Option – Recommended

The final option available to Johns Hopkins is to establish our own independent, state-authorized police department (“JHPD”), with powers to intervene in crimes, stop and search suspects, and make arrests. This option would enable Johns Hopkins to recruit, hire, and train our own public safety organization to address violent crime, using our own resources, with built-in accountability both to our community and to the state.

As described above in Section III.a, the vast majority of our urban university peers have as part of their security operations a police department whose officers can exercise state-authorized police powers. This includes all of our public peers in Baltimore City and across Maryland. Indeed, a police department is a clear best practice across the country, adopted in part because it is effective at reducing crime and in part because it gives colleges and universities the ability to design a public safety operation that can respond to the specific needs of a campus environment while also furthering public safety goals in their communities. For Johns Hopkins to establish such a department, it would require state legislation to grant Johns Hopkins the same authority already provided to these institutions.

By virtue of being a state-authorized entity, this department would be certified through the Maryland Police Training Commission, which certifies and mandates training requirements for all police departments in Maryland, and trained in accordance with state laws mandating standards of training for police officers. This department also would be accountable to the state through numerous reporting requirements and restrictions regarding arrests, citations, and

surveillance encoded in state law. (See Section III.a for more detailed descriptions of the state regulations.)

Establishing a police department would tie Johns Hopkins directly to these state-mandated standards and accountability measures in ways the other three options would not. Even more importantly, it would allow us to go above and beyond what the state requires in our policies and procedures, and build a model for public safety that is informed by research and national best practices, and accountable to the communities it serves.

Unlike the BPD option, this option would enable us to pursue this model independently, from the moment we write the job description for the first members of the department. We would be able to control the recruiting, vetting, and hiring of sworn officers ourselves, including setting local and diverse hiring goals similar to what we do for our Hopkins Local program – something we could not do with the BPD option or the private armed security option. We would also be able to control how complaints are addressed and (to the extent permitted by Maryland's Law Enforcement Officers' Bill of Rights) how to handle officer misconduct. And we would be able to offer modes of community input that do not currently exist for BPD (more on this below).

This ability to design a university police department from the ground up to meet the specific needs of our community would also support our multiyear effort currently underway to prevent and address sexual assault and misconduct. As a matter of general practice, reports to law enforcement have been and will remain the decision of the victim, and we have found that when victims make reports to campus security authorities, they rarely opt to also report these offenses to municipal law enforcement agencies. This may be due to a number of factors, including concerns about interacting or being believed by municipal law enforcement. In the course of our study process, we were encouraged to learn that several experts credited university police departments with being more effective than municipal police departments in addressing campus sexual assault due to their ability to adopt specific training and practices that are trauma-informed, to provide victim support, and to aid in investigations.

In short, the JHPD option would give us all the security benefits of the BPD option and the private armed security option, but with more accountability than is possible with those options and more attentiveness to the needs specific to a university setting. The JHPD option also avoids the multiple additional drawbacks – both for Hopkins and for the city – that come with the BPD option. And it would give us a rare opportunity to build a more progressive, inclusive public safety operation in Baltimore.

For all of the reasons discussed above, we recommend pursuing a Johns Hopkins Police Department.

c. Best Practices for a Johns Hopkins Police Department

Through our research and peer benchmarking of university, municipal, and county public safety organizations, Johns Hopkins has identified a number of best practices, across a range of issues, which advance the values discussed earlier and assist in protecting our community. Many of these best practices are contained in the city's consent decree agreement with the Baltimore Police Department. Below we describe in general terms the practices we recommend for the Johns Hopkins Police Department, informed by our research and organized around the set of issues that was raised most frequently by our students, faculty, staff, and neighbors:

- (1) Recruiting, hiring, and training;
- (2) Treatment of community members during police contacts;
- (3) Use of arrest and alternatives to arrest;
- (4) De-escalation and use of force;
- (5) Transparency in the conduct of policing;
- (6) Internal accountability (handling of complaints and discipline); and
- (7) Community accountability structures.

In keeping with the “rightful policing” model, these best practices often go well beyond what is strictly required by the law and the Constitution, laying out a path for the procedurally just provision of public safety at Johns Hopkins.

i. Recruiting, hiring, and training

An organization cannot achieve a community-oriented, harm-reducing vision of public safety if its employees do not endorse it and feel a sense of shared ownership in it. For this reason, quality, community-informed recruitment and hiring strategies are among the most important components of a best-in-class public safety operation. Community-informed practices at this stage also foster accountability. When an organization ensures that those being policed can influence the qualities and training of those doing the policing before they are deployed, it demonstrates a commitment to community accountability at the design level.

If granted the authority to establish a police department, Johns Hopkins will solicit feedback from community members on qualities to look for in selecting new officers. In a university setting, those qualities should include experience serving college-age populations and youth and experience serving diverse groups. We will also recruit diverse candidates across racial, ethnic, gender identity, and sexual orientation lines.

In accordance with best practices, we will conduct a rigorous screening process that includes a pre-employment medical examination, psychological examination, background investigation, criminal history investigation, and polygraph examination for each officer candidate. And once hired, each new officer will be placed on an extended probationary period, to ensure that s/he/they is the right fit for service in an urban university setting.

Johns Hopkins will plan to start small, recruiting enough officers to reach a capacity of no more than 100 within the first five years. The 100 officers would include supervisors, command staff, detectives, community relations officers, and 63 patrol officers, the number of patrol positions needed to replace our current contingent of off-duty BPD officers and deputy sheriffs and bring the new hires under our direct supervision. We will then assess the impact of this deployment before growing further.

Quality training is also essential to a successful public safety organization. Johns Hopkins will require newly hired officers to complete training on the following topics:

- Preventing racial profiling and combating implicit bias;
- Cultural competence and LGBTQ competence;
- Community policing, including understanding community expectations and reservations around policing in their city;
- Procedural justice in police-citizen interactions;
- Active bystandership in policing;
- De-escalation techniques, including effective communication with a person perceived to be creating a threat (e.g., integrating communications, assessment, and tactics [ICAT] training);
- Crisis intervention, including detecting behavior that calls for a medical and/or mental health intervention rather than a traditional law enforcement intervention;
- Collaborating with non-police university resources, like requesting assistance from the mental health practitioner on call;
- Trauma-informed practices⁸⁶ for police-citizen contacts, including contacts with youth and victims of sexual assault;
- Understanding youth brain development, youth trauma, and the impacts of police interactions with youth;
- Alternatives to arrest, particularly for youth;
- Free expression in university environments; and
- Clery Act and Title IX.

Before being allowed to dispatch their public safety role on their own, our officers will be required to undergo supervised field training that includes, as a component, an introduction to community leaders, particularly of underserved or traditionally marginalized communities in or near their service area.

Lastly, we will ensure that training does not happen only at the start of their public safety career with Johns Hopkins but regularly, to reinforce important lessons and teach new ones. Supervision of officers will reinforce the training provided. More details of our recommended approach to recruiting, hiring, and training are provided at Appendix P1.

⁸⁶ “Trauma-informed” practices presume that every individual who comes into contact with the police *may* have a trauma history, and so should be treated as if that is the case. Traumas can be acute, like a loved one’s death or a sexual assault, or chronic, like ongoing neglect or physical abuse, or complex, like periods of homelessness. *See* Wexler, Elizabeth, “Trauma-Informed Policing: A Special Set of Tools for Law Enforcement,” Behavioral Health System Baltimore, <https://bha.health.maryland.gov/Documents/Trauma-Informed%20Policing%20-%20Betsy%20Wexler.pdf>.

ii. Treatment of community members during police contacts

The central test of a community-oriented, harm-reducing public safety operation is how its staff treat persons they encounter. As mentioned earlier, some in the community understandably view public safety operations as something to be feared, not welcomed. Officers in a Johns Hopkins Police Department, if one is created, will be expected always to act professionally, respectfully, and with restraint, including expressing appreciation for others' cooperation.⁸⁷ They will also be trained to take steps to maintain trust and display procedural justice.⁸⁸ This includes providing their full name and badge number, explaining the purpose of their interaction, and offering help where they can. If asked, JHPD officers will explain the complaint process against them.

To prioritize the health and safety of all with whom JHPD officers interact, we recommend establishing diversion protocols whenever possible to limit negative impacts associated with involvement in the criminal justice system. This will involve working with community partners to identify diversion opportunities for low-level offenses with underlying causes that are often better addressed by public health tools and programs. These protocols would incorporate the development of a crisis and diversion response team composed of case workers, mental health professionals, and peer support specialists to operate in tandem with the JHPD. The team will be equipped to provide crisis intervention, mental health support, and other resources associated with the growing set of best practices related to law enforcement–assisted diversion and harm reduction practices.

When JHPD officers conduct a field interview,⁸⁹ they will follow best practice by keeping the encounter as brief as reasonably possible, permitting the interviewee to end the encounter and leave at any time. They will also be trained to phrase requests using optional words, like “may” and “would you mind,” and not orders that imply lack of agency by the interviewee. JHPD officers will be prohibited from initiating field interviews as a means of harassment or coercion (e.g., to get someone to leave a particular area or to agree to a search), and – when off campus in a public place – from escalating a field interview due to a person's failure to carry identification.

When JHPD officers make an investigative stop,⁹⁰ they will follow best practice by stopping the person only for that period of time necessary to achieve the purpose of the stop. Their questions will be limited to those concerning the person's identity, place of residence, and other inquiries necessary to resolve their suspicions. This means, among other things, that JHPD will neither

⁸⁷ Yale Law School Justice Collaboratory, “Principles of Procedurally Just Policing,” at 40 (Jan. 2018).

⁸⁸ Tyler, Tom R., and Jeffrey Fagan, “Legitimacy and Cooperation: Why Do People Help the Police Fight Crime in Their Communities?” 6 *Ohio State Journal of Criminal Law* 231, 262 (2008) (finding that police can give a person a ticket or even arrest her while simultaneously enhancing police legitimacy if they are respectful and fair to the person they are dealing with).

⁸⁹ A field interview is when an officer merely approaches a person in a public place, engages them in conversation, and requests information, with the person being free not to answer and walk away. Note that a field interview can become an investigative stop if an officer develops a reasonable articulable suspicion that the person is committing or has committed a crime.

⁹⁰ An investigative stop is a physical or verbal action that involves the delay, hindrance, or holding of a person. Investigative stops can only be done if an officer has reasonable articulable suspicion that the individual has committed, is committing, or is about to commit a crime.

request information regarding citizenship nor enforce federal immigration laws without a specific court order.

Lastly, and importantly, JHPD officers will not use investigative stops as a general crime deterrence strategy.⁹¹ Pat-downs and searches performed as part of an investigative stop will be performed only when warranted by reasonable articulable suspicion and then only in the manner prescribed in the organization's applicable policies and procedures. Prior to any search, JHPD officers will be required to explain the person's rights around consent to search, and to obtain verbal and, if the officer is wearing a body-worn camera, on-camera acknowledgment of (1) the person's understanding of their right to refuse to consent and (2) their consent to search. Whenever possible, at least one other officer should be present during a JHPD search, and if the person requests to be searched by an officer of a particular gender (e.g., one of the same sex due to a prior traumatic physical encounter involving someone of the opposite sex), that request should be honored whenever possible. Searches for the purpose of assigning gender based on anatomical features will be prohibited. More details of our recommendations for police-citizen contacts are provided at Appendix P2.

iii. Use of arrest and alternatives to arrest

Given the potential short-term and long-term trauma that can result from any encounter with a law enforcement officer, experts recommend that public safety organizations consider alternatives to arrest as a first option. Arrests prolong encounters with law enforcement and may lead to long-term repercussions for the person arrested, while not necessarily aiding in the goal of violent crime. The emphasis should be on alternatives like warnings, civil citations,⁹² crisis interventions,⁹³ and referrals to mental health resources if needed, or to a student-centered office when the person stopped is a student. Pursuing alternatives to arrest is particularly crucial for children and youth, whose lives are forever changed by an arrest,⁹⁴ and for people with mental illness, whose condition may contribute to or be exacerbated by an arrest.⁹⁵ If formed, the Johns Hopkins Police Department will be guided by this expertise, and will prioritize alternatives to arrest. This includes prohibiting the use of arrest quotas and instead utilizing officer performance metrics and incentives that support both public safety, community policing, and health-oriented objectives.

⁹¹ See, e.g., Blanks, Jonathan, "Thin Blue Lies: How Pretextual Stops Undermine Police Legitimacy," 66 *Case Western Reserve Law Review* 931 (2016); Geller, Amanda, Jeffrey Fagan, Tom Tyler, and Bruce G. Link, "Aggressive policing and the mental health of young urban men," *American Journal of Public Health* 104(12), 2321-2327 (2014).

⁹² See International Association of Chiefs of Police, "Citation in Lieu of Arrest: Examining Law Enforcement's Use of Citation Across the United States" (April 2016).

⁹³ See Green, Thomas M., "Police as Frontline Mental Health Workers: The Decision to Arrest or Refer to Mental Health Agencies," *International Journal of Law and Psychiatry* 20(4): 469-486 (Autumn 1997); Franz, Stephanie, and Randy Borum, "Crisis Intervention Teams may prevent arrests of people with mental illnesses," *Police Practice and Research: An International Journal* 12:3, 265-272 (2011).

⁹⁴ See Liberman, Akiva, David S. Kirk, and KiDeuk Kim, "Labeling Effects of First Juvenile Arrests: Secondary Deviance and Secondary Sanctioning," Urban Institute Justice Policy Center (Oct. 2014); see also Brame, R., et al., "Cumulative Prevalence of Arrest from Ages 8 to 23 in a National Sample," *Pediatrics* 129(1):21-27 (Jan. 2012).

⁹⁵ See Charette, Y, Anne G. Crocker, and Isabelle Billette, "Police encounters involving citizens with mental illness: use of resources and outcomes," *Psychiatric Services* 65(4): 511-516 (April 2014).

If an arrest is warranted by probable cause, Johns Hopkins officers must be responsible for the safety and health of the arrestee and all other individuals involved, and ensure, prior to arrest processing, that the arrestee receives any necessary medical attention. If force is required to effectuate the arrest, despite efforts to de-escalate (see below) and after all reasonable alternatives to force have been exhausted, JHPD officers should use only the reasonable amount of force necessary. Excessive force must not be tolerated.

Transporting arrestees must also be done with serious attention to the arrestee's safety and health. JHPD officers conducting the transport will maintain visual contact with arrestees during transport and will be prohibited from intentionally harming or jostling arrestees during transport (e.g., giving a "rough ride"). They will also be prohibited from intentionally diverting, delaying, or otherwise interrupting an arrestee's transport; if an interruption does happen, they will be required to notify dispatch of their mileage, location, and reason why. Transporting officers will also transmit their mileage and destination to dispatch at the beginning of their transports and transmit their arrival and mileage information to dispatch at the end of their transports. See Appendix P3 for more details of our recommendations around the use of arrest and alternatives to arrest by JHPD officers.

iv. De-escalation and use of force

The very term "public safety" conveys the fundamental value of safeguarding human life.⁹⁶ Those authorized by the state to enforce its laws should do so only in ways that value and preserve human life. Therefore, if Johns Hopkins is granted the authority to establish a police department, it will train its officers to reserve the use of force only for those situations when all reasonable alternatives to force have been exhausted (e.g., de-escalation, moving potential victims to a safer position), and no reasonably effective alternative appears to exist.⁹⁷ Alternatives to force should be the first resort.

When force must be used, scholars and practitioners agree that proportionality is critical. JHPD officers will be required to use only the force that is objectively reasonable to remove the threat, and deploy it in accordance with clear guidelines governing the types of force and tools authorized for particular situations. Certain types of force will be prohibited categorically, like chokeholds and "rough rides." Certain types of force will also be prohibited from being used against particular populations, e.g., taser use against children. And certain types of situations will be deemed as never warranting force, e.g., to respond to verbal abuse or purely to punish a person for not following commands. Johns Hopkins will also prohibit force as a tool to respond to nonviolent protest and other expression.

⁹⁶ Police Executive Research Forum, "Guiding Principles on Use of Force" (2016), at 4 ("The preservation of life has always been at the heart of American policing.").

⁹⁷ See Campaign Zero, "Model Use of Force Policy," <https://static1.squarespace.com/static/55ad38b1e4b0185f0285195f/t/5ad8f29d562fa73d36816cd5/1524167325792/Campaign+Zero+Model+Use+of+Force+Policy.pdf>.

To ensure that force is deployed only when warranted, experts recommend building in transparency and accountability tools. These include body-worn cameras,⁹⁸ internal use-of-force review processes, and public reporting requirements for use-of-force incidents such as use-of-force reports.⁹⁹ Current best practice also includes maintaining data on officers' use of force and using that data, and associated internal review findings, as the basis of proactive performance interventions (e.g., additional training or supervision, or referral for counseling). If established, the Johns Hopkins Police Department will adopt these practices.

When force is misused, other JHPD officers – in keeping with their own duty to protect life – must intervene. This means intervening to stop officers whom they witness using excessive force or otherwise using force in violation of law or police department policy, and reporting officers who they learn used excessive force or otherwise used force in violation of law or police department policy. It also means requiring JHPD officers to render medical assistance immediately to anyone who is injured by the use of force. A full description of our de-escalation and use of force recommendations is at Appendix P4.

v. Transparency in the conduct of policing

Transparency is also a critical component of rightful policing. When citizens are kept in the dark about the processes of policing, it breeds mistrust. For victims, it can prolong the trauma they experience. Experts recommend building a number of types of transparency into a public safety operation. If established, the Johns Hopkins Police Department will follow this recommendation at both the organizational level and the officer level.

At the organizational level, JHPD transparency will come in the form of regular, open, and substantive reporting. This includes reporting on how our organization is structured (number of officers, how they are equipped, and where they are deployed); our policies and procedures; how we handle complaints and the volume of those complaints; and how we are carrying out our duties (e.g., number of people stopped by JHPD, number of citations issued, number of arrests made). To do this, experts recommend building data collection and analysis capabilities into the organization, so that its activities – and their impacts – are routinely tracked and can be studied by the community they serve. Transparent reporting of data is one of the ways that public safety organizations can be held accountable. If formed, a Johns Hopkins Police Department will have a dedicated data analysis capability. We will use this capability to do annual reporting on our overall organization (staffing levels, etc.) and activity, including complaints filed against our officers (and by whom) and how they were addressed.

At the officer level, transparency should come through the implementation of visible uniforms and devices like body-worn cameras, which record officers' conduct while they are on duty. We

⁹⁸ Ariel, Barak, William A. 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* 31:509–35 (2015).

⁹⁹ See, e.g., Montgomery County Police Department, "Annual Use of Force Report 2017" (March 2018), <https://www.montgomerycountymd.gov/POL/Resources/Files/PDF/PDResources/2017%20Annual%20Use%20of%20Force%20Report.pdf>.

recommend implementing a pilot body-worn camera program for all our JHPD officers. We also plan to release information about police incidents – including body-worn camera footage, arrest report, and officer name – as soon as practicable, with timing of release depending on the particular circumstances of the incident (e.g., whether some delay is needed to aid an active investigation), again subject to statutory privacy restrictions. We understand that the more information we can share about police incidents, the more we can build trust with the community.

vi. Internal accountability (handling of complaints and discipline)

The quality of a public safety organization is measured by how it holds itself accountable for its missteps, and how it treats those who experience them and/or report them. Because sworn public safety organizations are authorized to exercise certain powers that can reduce others' liberty – the powers to stop, search, detain, arrest, and use force – it is paramount that the community trusts that its officers will use those powers appropriately, and that they will be held properly accountable if those powers are abused or misused.

Experts have observed that accountability starts from the moment a complaint is made. Making a complaint should be uncomplicated and user-friendly. Complaints should be received courteously and professionally, with disciplinary consequences for employees who either refuse to assist complainants or retaliate against them. There should be no artificial barriers to making a complaint – e.g., anyone should be able to make a complaint, including community members and university affiliates – and there should be no requirement that complainants identify themselves. Staff should be trained on appropriate, trauma-informed treatment of complainants who self-identify as victims of alleged misconduct. And complaints should be processed in a timely fashion, using a process that allows complainants to check on their status. If established, a Johns Hopkins Police Department will adopt these best practices for complaint intake.

To investigate complaints, best practice is to create an internal affairs unit (IAU) that is housed in a different location from the rest of the organization and that reports directly to its chief.¹⁰⁰ This IAU must be adequately staffed and funded, with funding not determined by employees who may come under its investigation. It must also have the authority to refer a complaint to an independent third party for investigation. Interrogations conducted as part of complaint investigations should also be audio- and/or video-recorded.¹⁰¹ We will plan to form an IAU to investigate complaints against our officers.

When an IAU investigation results in a recommendation of discipline, the disciplinary process should operate in a manner that ensures clarity and respect for all persons involved: officer/employee and victim(s). A Johns Hopkins Police Department will follow the recommended practice of using progressive discipline, with disciplinary actions progressing in severity based on the nature and gravity of the offense at issue, its relationship to the employee's

¹⁰⁰ Maryland's Law Enforcement Officers' Bill of Rights (LEOBR) requires the investigation be done by a sworn law enforcement officer in most cases. Md. Code Ann., Public Safety § 3-104(b).

¹⁰¹ LEOBR requires there be a record of the interrogation that is written, taped, or transcribed. Md. Code Ann. Public Safety § 3-104(k)(2).

assigned duties and responsibilities, the employee's work record, and other relevant factors. It will allow for expedited discipline, such as a Preliminary Discipline Officer (PDO) system, when it is evident that such discipline is necessary to maintain a productive work environment.

Johns Hopkins will make the elements of this process – from complaint to discipline – available to the public online. We will also regularly report complaint data, including number and types of formal complaints received; number and types of complainants (e.g., faculty, student, staff, neighborhood resident); number and type of complaints resulting in officer discipline; and number and types of disciplinary actions taken.

When complaints of officer misconduct are appealed to the state-mandated administrative hearing board, Johns Hopkins will seek authority to place two civilians on that board, the maximum number allowed by state law.¹⁰² These civilians would complement the professional expertise of the officers serving on that board and provide a community perspective. We will plan to provide one seat for a Hopkins affiliate and one for a non-Hopkins affiliate from within the areas patrolled by JHPD. This would make the Johns Hopkins Police Department only the second police department in the state of Maryland to allow the maximum number (after Baltimore, which just recently announced this change). More details about our recommended internal accountability processes are at Appendix P5.

vii. Community accountability structures

For a public safety organization to succeed at truly serving its community, it needs to create meaningful channels of accountability.¹⁰³ Unfortunately, for many Baltimore residents, city police are perceived as unresponsive to community needs and unaccountable for abuses of authority. We learned through our community engagement that in some instances Johns Hopkins' own public safety organization has engendered mistrust.

Community accountability takes many forms, and the best public safety organizations are those that build it in from recruiting all the way through discipline. As described above, community input in recruiting, hiring, and training offers an early accountability channel, and transparency around policies and procedures and complaint dispositions offers another. Community participation in internal complaint review structures is a third.

Beyond these, research suggests that there is value in implementing external community accountability structures: bodies composed in part or in whole of non-officer citizens, which advise the organization and review certain types of misconduct. These bodies provide an important oversight and perspective, in addition to that of police officers themselves, on matters that impact community-police relations.

¹⁰² Md. Code Ann., Public Safety §§ 3-107(c)(3) and 3-107(c)(5).

¹⁰³ See National Association for Civilian Oversight of Law Enforcement (NACOLE), "Civilian Oversight of Law Enforcement: A Review of the Strengths and Weaknesses of Various Models" (Sept. 2016).

These community bodies can take many forms but generally fall into three categories: (1) investigation-focused; (2) review-focused; and (3) auditor/monitor-focused.¹⁰⁴ Investigation-focused bodies conduct independent investigations of complaints against public safety officers, and may replace or duplicate internal accountability processes. Review-focused bodies review the quality of completed internal accountability processes and make recommendations that may include further investigation or changing the result of the internal process. Some also gather, review, and report on public concerns. Auditor/monitor-focused bodies usually examine broad patterns in complaint investigations, including patterns in the quality of investigations and their outcomes, and promote organizational improvements through that work.¹⁰⁵

Baltimore has a Civilian Review Board (CRB) that is set up to perform both the investigation and review functions primarily for the Baltimore Police Department.¹⁰⁶ The CRB is empowered by the City Code to (1) process, investigate, and evaluate “complaints lodged by members of the public regarding abusive language, false arrest, false imprisonment, harassment, or excessive force by police officers” and (2) review policies of law enforcement units.¹⁰⁷

Two other well-known municipal examples are the Community Police Commission in Seattle and the Board of Police Commissioners in Los Angeles:

- The Seattle Police Department (SPD)’s Community Police Commission – established under a consent decree with the Department of Justice and later made permanent by city legislation – is composed of civilians and reviews and provides input to the Seattle Police Department and other city agencies on the police accountability system, police services, and SPD policies and practices of significance to the public.¹⁰⁸ The CPC does not handle individual cases or complaints but rather focuses more broadly on addressing systemic issues through changes to police policies and practices that support a culture of accountability. That said, it does have access to complaint forms to the extent permitted by law.
- The Los Angeles Police Department (LAPD)’s Board of Police Commissioners functions like a board of directors – setting policies for the LAPD and overseeing its operations.¹⁰⁹ The Board is made up of five civilians, appointed by the mayor and confirmed by the city council, who advance priorities like implementation of recommended reforms, improving police service to the public, reducing crime and the fear of crime, and implementing and supporting community policing programs.

In the university context, two examples are the University of Chicago Independent Review Committee and the University of Pennsylvania Division of Public Safety Advisory Board:

¹⁰⁴ *Id.* at 6-11.

¹⁰⁵ *Id.*

¹⁰⁶ In investigating and reviewing the types of complaints listed above; its jurisdiction extends to the Baltimore Police Department, the Baltimore City School Police, the Baltimore City Sheriff’s Department, the Baltimore City Watershed Police / Environmental Police, the Police Force of the Baltimore City Community College, and the Police Force of Morgan State University.

¹⁰⁷ Code of Public Local Laws of Baltimore City § 16-42.

¹⁰⁸ <http://www.seattle.gov/community-police-commission/about-us>.

¹⁰⁹ http://www.lapdonline.org/police_commission/content_basic_view/900.

- The University of Chicago Independent Review Committee is composed of student, faculty, and staff representatives, as well as community members unaffiliated with the university. It reviews complaints of excessive force, violation of rights, abusive language, or dereliction of duty brought against university police (UCPD) officers by members of the university community and the public whom the UCPD serves. It also makes recommendations regarding UCPD's policies and procedures.
- The University of Pennsylvania Division of Public Safety Advisory Board is composed of student, faculty, and staff representatives, and assists the Division of Public Safety with review and reporting of complaint data in the aggregate (number of complaints against police, number of pedestrian and vehicle stops, etc.). It also offers recommendations and criticisms to the VP for Public Safety.

Whatever form they take – whether focused on review, independent investigation, advice, or some combination – these structures provide an additional and valuable mechanism for community input and oversight.

Johns Hopkins recommends providing two public channels for community accountability. The first is a Johns Hopkins police advisory and accountability board. This board would include representation from university faculty, staff, and students, and from community residents living within the boundaries of JHPD's jurisdiction and who are not directly affiliated with Hopkins. The board would meet on a regular basis with the JHPD's Chief of Police to provide feedback, review department metrics, share concerns of fellow community members, and offer ideas for improving police department policies, procedures, and performance, including ideas for community-based public safety initiatives. The board would serve as a formal structure through which to promote transparency and accountability, and through which university and community representatives can share their views and concerns.

Johns Hopkins also recommends submitting the JHPD to a civilian oversight process for police misconduct complaints. It has been suggested that we either submit to the jurisdiction of the city's Civilian Review Board or, given some recent challenges with that body, form our own civilian review body that could serve as model for other police departments going forward. If we were to form our own body, we would ensure that it includes multiple representatives from our faculty and staff, our student body, and from neighborhoods surrounding the Johns Hopkins campuses, all of whom would be voting members.

It is our firm conviction that a community-oriented, research-backed police department – one that is authorized by the state and accountable to the public and to local government – would greatly enhance our efforts to improve public safety, and would be beneficial to our students, faculty, staff, and neighbors in the surrounding community.

VI. Next Steps

Given our continuing challenges with violent crime and the shared desire in our community to address it proactively, we intend to seek legislation authorizing Johns Hopkins to establish an independent police department.

a. Legislative Process

To put forward legislation, Johns Hopkins will seek sponsors in both the State Senate and the House of Delegates. We will work with the sponsors and the legislative bill drafters to craft language that accurately describes the standards and commitments that we are prepared to meet. Any proposed legislation will balance the interest of specificity with the ability to be responsive to emerging best practices and protocols.

Once introduced, we will post the legislation online on our public safety initiatives website and solicit feedback via that website. Feedback would be welcome throughout the legislative process, including via the committee hearings that would be held in both chambers.

Throughout this legislative process, we will continue to provide updates to our community – neighborhoods, students, faculty and staff – through our website. Bill language will be posted online for review and will be fully accessible to the public. If JHU offers amendments, that language will also be posted online.

We will retain the feedback function on our website to ensure that members of the community continue to have a range of options to weigh in on the bill, ask questions, and submit comments.

b. Overview of Post-Legislative Process

If statutory authority is granted, the process to establish a memorandum of understanding (MOU) with Baltimore City would commence in earnest. The MOU would set out operational agreements between the entities, including the specific area of concurrent jurisdiction and how response obligations and equipment, like CAD, would be shared.

On jurisdiction, we will recommend that the JHPD have primary jurisdiction on all the buildings and grounds within our Clery boundaries, and work with the city, through the MOU process, to have concurrent jurisdiction with BPD within a limited area beyond those boundaries. That limited area would include our current patrol zone and additional streets where warranted, based on community input and an assessment of our staffing capability. This is consistent with best practice at the urban university peers we surveyed, both in Baltimore and elsewhere. As previously discussed, it is generally viewed as a benefit because the university officers can back up and assist local officers in an emergency and because it frees local police departments to deploy more of their officers to other areas to patrol.

There will be multiple opportunities for community input on the MOU. First, Johns Hopkins will host two public forums, one on or near the Homewood and Peabody campuses, and one on

or near the East Baltimore campus, to present the draft MOU and the terms it contemplates for implementation of a police department, including our proposed patrol areas. Johns Hopkins will also solicit input on our plans online via the public safety initiatives website.

Second, after drafting the MOU but prior to its adoption, the draft will be publicly posted, with the opportunity for individuals to comment, for 30 days. After comments are received and considered, the MOU would be executed by the parties.

With the legislative authority and operational agreements in place, the elements of public participation that are outlined in either document would be in full effect. These elements, as noted above, include a police advisory and accountability board made up of multiple stakeholder groups, civilian representation on administrative hearing boards, external oversight through a civilian review body, and an annual public reporting mechanism.

VII. Conclusion

Through Johns Hopkins' extensive process of exploration and engagement on strategies for improving public safety on and around our campuses, two things have become clear. First, our neighbors, employees, and students are deeply concerned about their safety and the unacceptable levels of violence in this city. They are also deeply concerned about the ways in which policing has been carried out to contain that violence: Baltimore has a long history of challenges with unaccountable policing, and an uneven – and inequitable – track record on crime reduction. They also see shortcomings with Johns Hopkins' own security operation, including how it has interacted with members of our community both on and off campus, and they want us to aim higher.

Second, we have a unique, once-in-a-generation opportunity to do precisely that: aim higher and create, from the ground up, an accountable public safety operation for a new era. We are rare among our urban university peers in that we do not already have an existing police department, and so we can learn from their best practices and their mistakes, the successes and mistakes of the BPD and other municipal departments, and the latest insights from research, and build an organization that meaningfully advances the principles of rightful policing. And we can do this in ways that complement our ongoing multimillion-dollar efforts to address the root causes of crime and strengthen economic and public health outcomes for our neighbors across the city.

We would like the chance to pursue that opportunity, in partnership with our community and state and city leaders. With the continuing violence in this city, too much is at stake for us not to try a new approach.

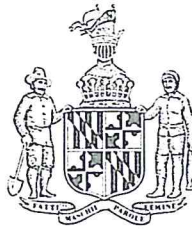
Appendix A

JOSEPH F. VALLARIO, JR.
Legislative District 23B
Prince George's County

Chair
Judiciary Committee

Legislative Policy Committee

Rules and Executive
Nominations Committee



THE MARYLAND HOUSE OF DELEGATES ANNAPOLIS, MARYLAND 21401

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April 17, 2018

President Ronald J. Daniels
Office of the President
242 Garland Hall
The Johns Hopkins University
Baltimore, Maryland 21218

Dear President Ronald Daniels,

The House Judiciary Committee considered HB 1803 – Baltimore City – Independent Institutions of Higher Education – Police Force during the current Legislative Session. The committee gave serious consideration to the bill but ultimately determined that the issues raised would benefit from additional review and in that regard we are asking Johns Hopkins University to undertake an interim review and community engagement process.

This process would include the University soliciting additional input from students, faculty, staff, neighbors, and guests to their several campuses. Given the research focus of the institution, I would also expect the process to include working with relevant stakeholders to: examine the academic research; review the experiences of Johns Hopkins' public peers in Maryland and private peers around the nation; study best practice in how such departments structure hiring, training, complaint processes and mechanisms of accountability; and lay out the characteristics that define an accountable, transparent, and best-in-class security structure for a university and its immediately surrounding community.

Should the University, as a result of its interim study, determine to introduce legislation next session relating to a campus police force, we will be glad to give it full consideration.

Sincerely,

Joseph F. Vallario, Jr.
Chair

Cc: Dr. Paul B. Rothman, CEO, Johns Hopkins Medicine
Mr. Thomas Lewis, Vice President Gov and Community Affairs, Johns Hopkins University
Ms. Mary Clapsaddle, Director of State Affairs, Johns Hopkins University

Appendix B



Crime Data

SECTION ONE

Neighborhood & Patrol Zone Crime Data, 2012 to 2018

- These charts present crime data obtained from Open Baltimore to show a comparison of a full calendar year from 2012 to 2017 for the campus Patrol Zones and the neighborhoods surrounding each campus. The Patrol Zone is the area on and around Johns Hopkins campuses where security personnel are assigned security posts. In a separate column is the year-to-date 2018 data (1/1 to 12/1).
- Breakdowns are included for the Homewood Patrol Zone, Homewood Campus Neighborhoods, East Baltimore Patrol Zone, East Baltimore Campus Neighborhoods and the Peabody Campus Neighborhood.

SECTION TWO

Annual Security Report Data, 2011 to 2018

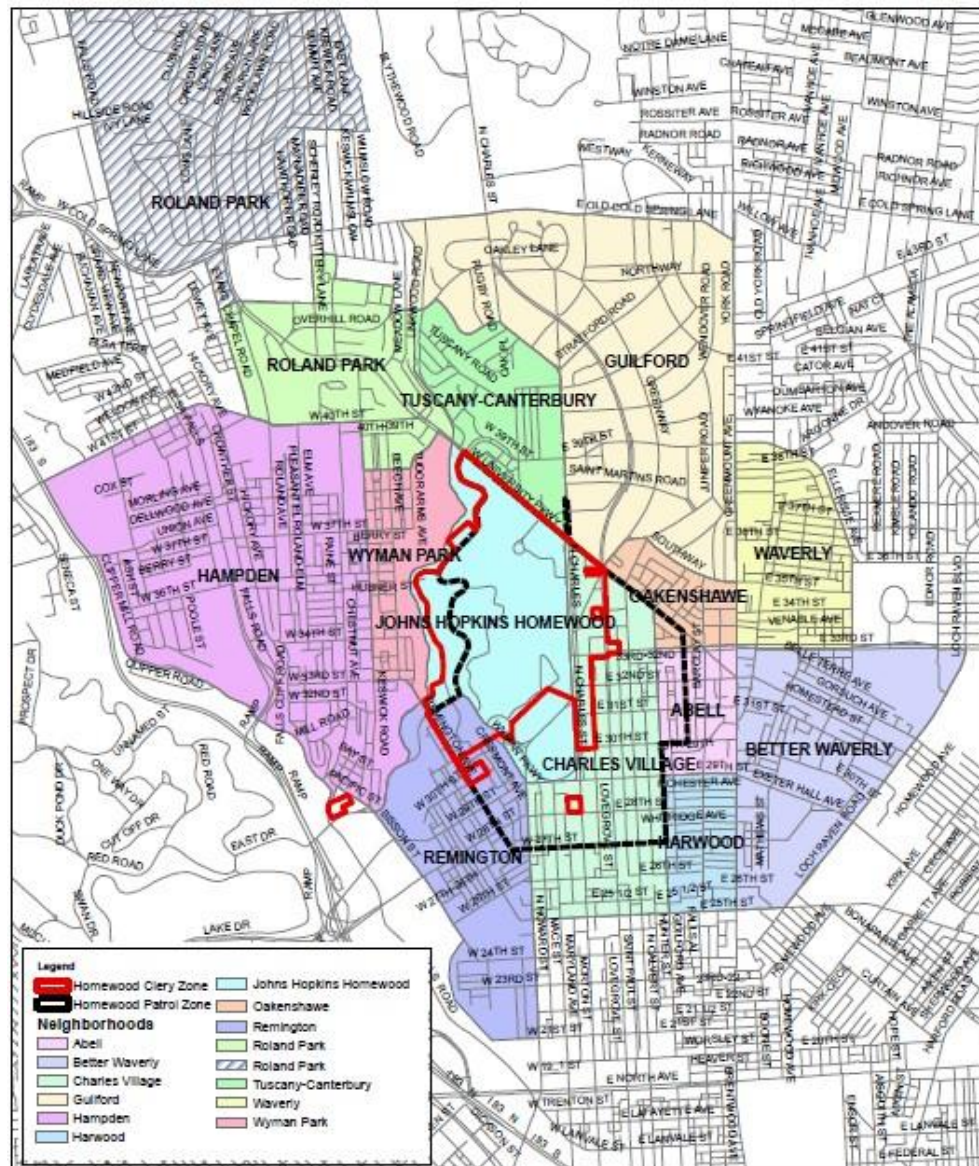
- These charts present the data reported in JHU Annual Security Reports in compliance with the Clery Act for Homicides, Aggravated Assaults and Robberies from 2011 to 2017. This data is broken down by each specific crime per campus by year. The Clery reportable geography for each campus is outlined in red on the maps from Section One.

SECTION ONE: Neighborhood & Patrol Zone Crime Data, 2012 to 2018

These charts break down crime data obtained from Open Baltimore to show a comparison of a full calendar year from 2012 to 2017 for the campus Patrol Zones and the neighborhoods surrounding each campus. The Patrol Zone is the area on and around Johns Hopkins campuses where security personnel are assigned security posts. In a separate column is the year-to-date 2018 data (1/1 to 12/1).

Breakdowns are included for the Homewood Patrol Zone, Homewood Campus Neighborhoods, East Baltimore Patrol Zone, East Baltimore Campus Neighborhoods and the Peabody Campus Neighborhood.

Homewood Campus Map – Clery Geography, Patrol Zone and Neighborhoods



Homewood Campus – Patrol Zone Data

HOMEWOOD PATROL ZONE, JAN 1 TO DEC 31, 2012 TO 2017										HOMEWOOD PATROL ZONE	
CRIME TYPE	2012	2013	2014	2015	2016	2017	2012 to 2017 Total	2018*	2012 to 2018 Total	2017 vs 2016 % change	2017 vs 2014 % change
VIOLENT CRIME	57	58	62	79	77	66	399	63	462	-14%	6%
PROPERTY CRIME	277	307	263	270	217	205	1539	174	1713	-6%	-22%
COMMON ASSAULT	40	38	31	34	39	46	228	31	259	18%	48%
AGGRAVATED ASSAULT	19	9	20	17	16	15	96	26	122	-6%	-25%
SHOOTINGS	0	0	0	2	2	0	4	2	6	-100%	#DIV/0!
ARSON	2	0	2	2	0	0	6	0	6	#DIV/0!	-100%
AUTO THEFT	17	23	25	41	31	21	158	12	170	-32%	-16%
BURGLARY	53	66	42	42	54	50	307	22	329	-7%	19%
HOMICIDE	1	0	0	0	0	0	1	0	1	#DIV/0!	#DIV/0!
LARCENY	138	128	102	102	95	105	670	99	769	11%	3%
LARCENY FROM AUTO	67	90	92	83	37	29	398	41	439	-22%	-68%
RAPE	3	2	3	4	4	0	16	1	17	-100%	-100%
ROBBERY - CARJACKING	0	0	2	3	2	2	9	1	10	0%	0%
ROBBERY - COMMERCIAL	3	7	2	9	8	6	35	8	43	-25%	200%
ROBBERY - RESIDENCE	0	5	4	2	1	2	14	2	16	100%	-50%
ROBBERY - STREET	31	35	31	44	46	41	228	25	253	-11%	32%
ROBBERY TOTAL	34	47	39	58	57	51	286	25	322	-11%	31%
Grand Total	334	365	325	349	294	271	1938	237	2175	-8%	-17%

*Data for 2018 includes crime data from Jan 1 to Dec 1

Violent Crime is the combined total of Aggravated Assault, Homicide, Rape and Robberies (Carjacking, Commercial, Residence & Street)

Property Crime is the combined total of Arson, Auto Theft, Burglary, Larceny and Larceny from Auto

Shootings are counted in the Aggravated Assault totals.

Common Assaults are not counted in the overall Violent, Property or Grand Total number

Homewood Campus – Neighborhood Data

HOMEWOOD NEIGHBORHOODS, JAN 1 TO DEC 31, 2012 TO 2017										HOMEWOOD NEIGHBORHOODS	
CRIME TYPE	2012	2013	2014	2015	2016	2017	2012 to 2017 Total	2018*	2012 to 2018 Total	2017 vs 2016 % change	2017 vs 2014 % change
VIOLENT CRIME	370	358	364	442	411	485	2430	357	2787	18%	33%
PROPERTY CRIME	1412	1646	1470	1476	1343	1307	8654	1112	9766	-3%	-11%
COMMON ASSAULT	298	282	247	223	252	274	1576	212	1788	9%	11%
AGGRAVATED ASSAULT	164	135	150	142	142	140	873	129	1002	-1%	-7%
SHOOTINGS	14	5	8	10	13	9	59	15	74	-31%	13%
ARSON	6	7	6	11	4	8	42	5	47	100%	33%
AUTO THEFT	150	201	141	218	178	166	1054	122	1176	-7%	18%
BURGLARY	393	371	361	386	402	402	2315	219	2534	0%	11%
HOMICIDE	9	4	6	5	7	8	39	4	43	14%	33%
LARCENY	533	667	595	528	498	478	3299	521	3820	-4%	-20%
LARCENY FROM AUTO	330	400	367	333	261	253	1944	245	2189	-3%	-31%
RAPE	12	8	8	12	17	13	70	6	76	-24%	63%
ROBBERY - CARJACKING	7	6	7	15	13	26	74	13	87	100%	271%
ROBBERY - COMMERCIAL	41	38	31	57	46	72	285	50	335	57%	132%
ROBBERY - RESIDENCE	21	19	18	13	15	18	104	12	116	20%	0%
ROBBERY - STREET	116	148	144	198	171	208	985	143	1128	22%	44%
ROBBERY TOTAL	185	211	200	283	245	324	1448	143	1666	32%	62%
Grand Total	1782	2004	1834	1918	1754	1792	11084	1469	12553	2%	-2%

*Data for 2018 includes crime data from Jan 1 to Dec 1

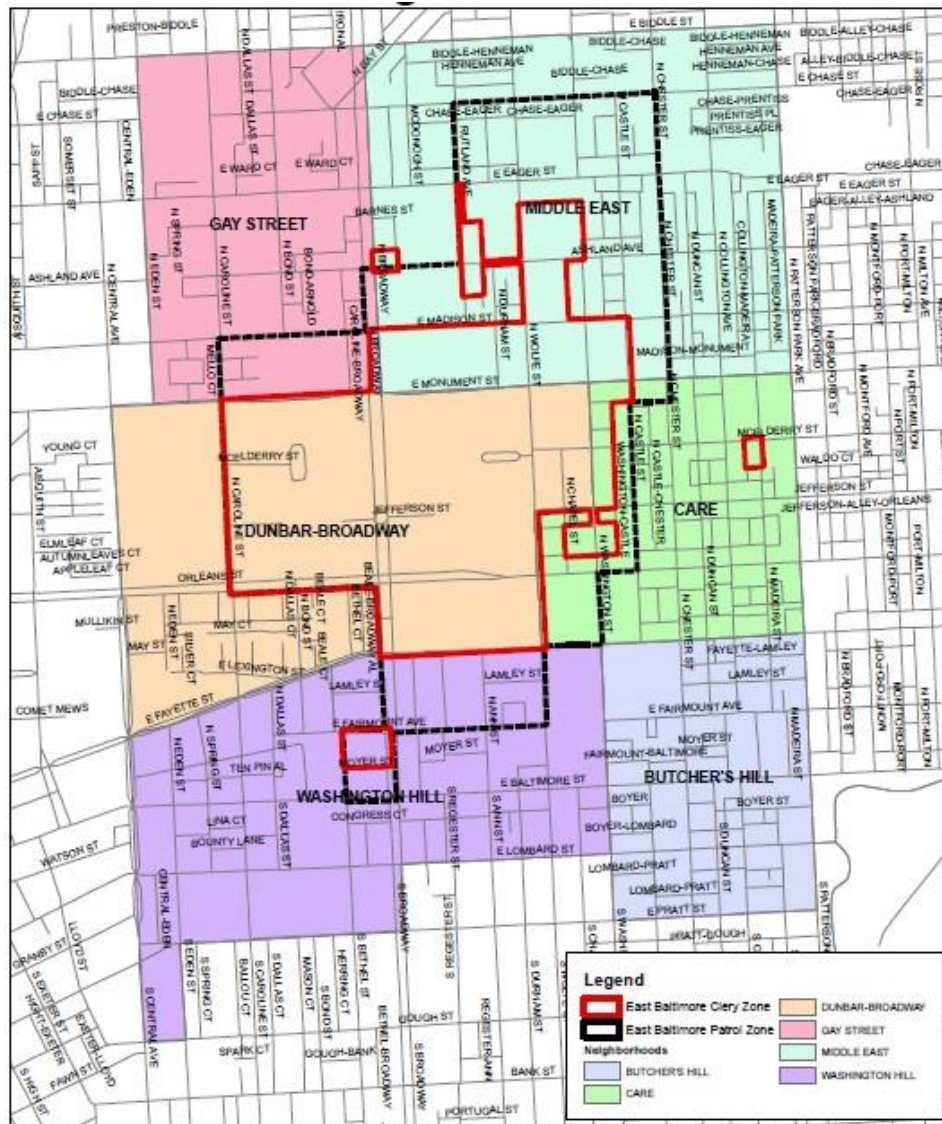
Violent Crime is the combined total of Aggravated Assault, Homicide, Rape and Robberies (Carjacking, Commercial, Residence & Street)

Property Crime is the combined total of Arson, Auto Theft, Burglary, Larceny and Larceny from Auto

Shootings are counted in the Aggravated Assault totals.

Common Assaults are not counted in the overall Violent, Property or Grand Total number

East Baltimore Campus Map – Clery Geography, Patrol Zone and Neighborhoods



Appendix B

East Baltimore Campus – Patrol Zone Data

EAST BALTIMORE PATROL ZONE, JAN 1 TO DEC 31, 2012 TO 2017										EAST BALTIMORE PATROL ZONE	
CRIME TYPE	2012	2013	2014	2015	2016	2017	2012 to 2017 Total	2018*	2012 to 2018 Total	2017 vs 2016 % change	2017 vs 2014 % change
VIOLENT CRIME	45	56	42	75	104	103	425	122	547	-1%	145%
PROPERTY CRIME	173	183	156	228	263	237	1240	205	1445	-10%	52%
COMMON ASSAULT	84	56	55	61	72	77	405	76	481	7%	40%
AGGRAVATED ASSAULT	29	34	21	47	59	72	262	69	331	22%	243%
SHOOTINGS	1	0	0	3	3	7	14	3	17	133%	#DIV/0!
ARSON	3	0	0	1	0	1	5	1	6	#DIV/0!	#DIV/0!
AUTO THEFT	12	19	15	18	16	23	103	16	119	44%	53%
BURGLARY	20	18	13	16	21	35	123	15	138	67%	169%
HOMICIDE	0	2	0	0	1	2	0	0	5	100%	#DIV/0!
LARCENY	95	93	91	146	148	100	673	101	774	-32%	10%
LARCENY FROM AUTO	43	53	37	47	78	78	336	72	408	0%	111%
RAPE	1	3	3	3	5	3	18	4	22	-40%	0%
ROBBERY - CARJACKING	2	1	0	3	3	0	9	0	9	-100%	#DIV/0!
ROBBERY - COMMERCIAL	0	0	5	1	4	9	19	7	26	125%	80%
ROBBERY - RESIDENCE	1	2	1	2	1	0	7	1	8	-100%	-100%
ROBBERY - STREET	12	14	12	19	31	17	105	41	146	-45%	42%
ROBBERY TOTAL	15	17	18	25	39	26	140	41	189	-33%	44%
Grand Total	218	239	198	303	367	340	1665	327	1992	-7%	72%

*Data for 2018 includes crime data from Jan 1 to Dec 1

Violent Crime is the combined total of Aggravated Assault, Homicide, Rape and Robberies (Carjacking, Commercial, Residence & Street)

Property Crime is the combined total of Arson, Auto Theft, Burglary, Larceny and Larceny from Auto

Shootings are counted in the Aggravated Assault totals.

Common Assaults are not counted in the overall Violent, Property or Grand Total number

East Baltimore Campus – Neighborhood Data

EAST BALTIMORE NEIGHBORHOODS, JAN 1 TO DEC 31, 2012 TO 2017										EAST BALTIMORE NEIGHBORHOODS	
CRIME TYPE	2012	2013	2014	2015	2016	2017	2012 to 2017 Total	2018*	2012 to 2018 Total	2017 vs 2016 % change	2017 vs 2014 % change
VIOLENT CRIME	251	304	257	297	355	361	1825	341	2166	2%	40%
PROPERTY CRIME	761	789	685	781	821	831	4668	696	5364	1%	21%
COMMON ASSAULT	285	291	254	222	243	256	1551	208	1759	5%	1%
AGGRAVATED ASSAULT	132	169	120	153	144	175	893	165	1058	22%	46%
SHOOTINGS	11	10	10	16	16	16	79	22	101	0%	60%
ARSON	4	3	7	6	5	4	29	7	36	-20%	-43%
AUTO THEFT	85	83	68	98	82	103	519	79	598	26%	51%
BURGLARY	168	171	124	140	140	198	941	110	1051	41%	60%
HOMICIDE	2	4	3	5	8	9	31	9	40	13%	200%
LARCENY	273	349	320	350	327	298	1917	260	2177	-9%	-7%
LARCENY FROM AUTO	231	183	166	187	267	228	1262	240	1502	-15%	37%
RAPE	6	6	9	6	11	7	45	7	52	-36%	-22%
ROBBERY - CARJACKING	6	3	3	7	10	7	36	4	40	-30%	133%
ROBBERY - COMMERCIAL	12	11	19	17	21	30	110	20	130	43%	58%
ROBBERY - RESIDENCE	16	13	6	8	18	9	70	3	73	-50%	50%
ROBBERY - STREET	77	98	97	101	143	124	640	133	773	-13%	28%
ROBBERY TOTAL	111	125	125	133	192	170	856	133	1016	-11%	36%
Grand Total	1012	1093	942	1078	1176	1192	6493	1037	7530	1%	27%

*Data for 2018 includes crime data from Jan 1 to Dec 1

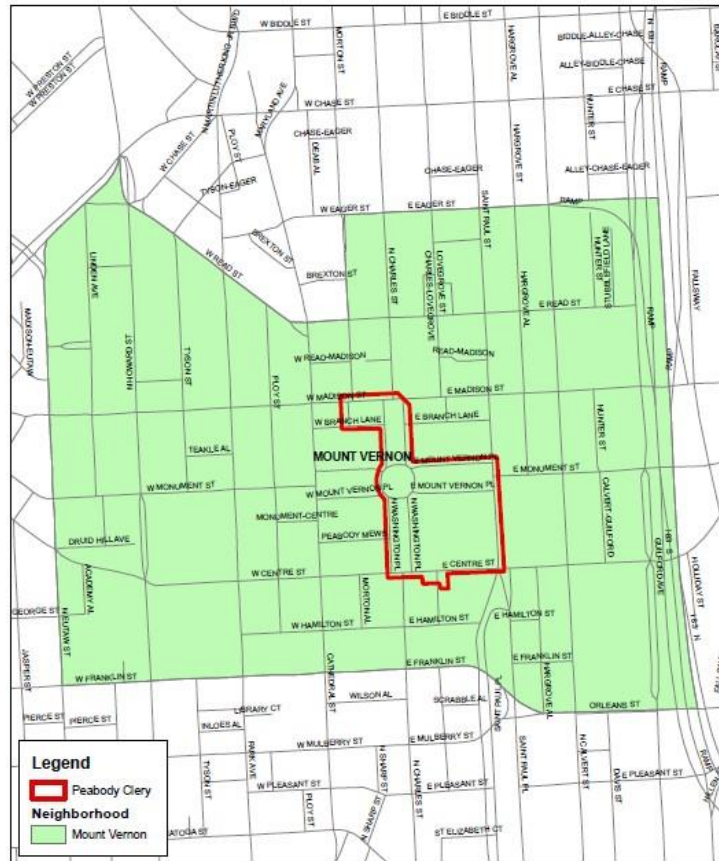
Violent Crime is the combined total of Aggravated Assault, Homicide, Rape and Robberies (Carjacking, Commercial, Residence & Street)

Property Crime is the combined total of Arson, Auto Theft, Burglary, Larceny and Larceny from Auto

Shootings are counted in the Aggravated Assault totals.

Common Assaults are not counted in the overall Violent, Property or Grand Total number

Peabody Campus – Clery Geography and Neighborhood (Mount Vernon) Data



PEABODY NEIGHBORHOOD, JAN 1 TO DEC 31, 2012 TO 2017										PEABODY NEIGHBORHOOD	
CRIME TYPE	2012	2013	2014	2015	2016	2017	2012 to 2017 Total	2018*	2012 to 2018 Total	2017 vs 2016 % change	2017 vs 2014 % change
VIOLENT CRIME	48	92	29	105	85	95	454	85	539	12%	228%
PROPERTY CRIME	425	363	336	289	350	335	2098	309	2407	-4%	0%
COMMON ASSAULT	61	50	57	55	68	50	341	60	401	-26%	-12%
AGGRAVATED ASSAULT	16	24	20	30	31	34	155	33	188	10%	70%
SHOOTINGS	0	2	1	1	2	0	6	1	7	-100%	-100%
ARSON	1	0	0	1	0	1	3	0	3	#DIV/0!	#DIV/0!
AUTO THEFT	26	28	20	17	20	19	130	21	151	-5%	-5%
BURGLARY	34	56	89	79	96	97	451	50	501	1%	9%
HOMICIDE	0	0	1	1	0	0	2	0	2	#DIV/0!	-100%
LARCENY	132	137	94	101	114	136	714	164	878	19%	45%
LARCENY FROM AUTO	232	142	133	91	120	82	800	74	874	-32%	-38%
RAPE	1	2	3	2	2	2	12	0	12	0%	-33%
ROBBERY - CARJACKING	0	4	0	1	2	2	9	0	9	0%	#DIV/0!
ROBBERY - COMMERCIAL	2	10	3	12	6	11	44	4	48	83%	267%
ROBBERY - RESIDENCE	3	5	2	3	2	2	17	0	17	0%	0%
ROBBERY - STREET	26	47	1	56	42	44	215	48	263	5%	#VALUE!
ROBBERY TOTAL	31	66	5	72	52	59	285	48	337	13%	1080%
Grand Total	473	455	365	394	435	430	2552	394	2946	-1%	18%

*Data for 2018 includes crime data from Jan 1 to Dec 1

Peabody neighborhood only includes Mount Vernon

Violent Crime is the combined total of Aggravated Assault, Homicide, Rape and Robberies (Carjacking, Commercial, Residence & Street)

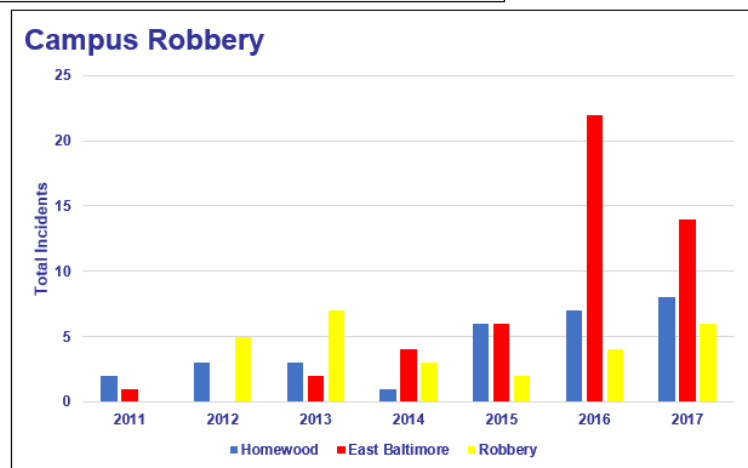
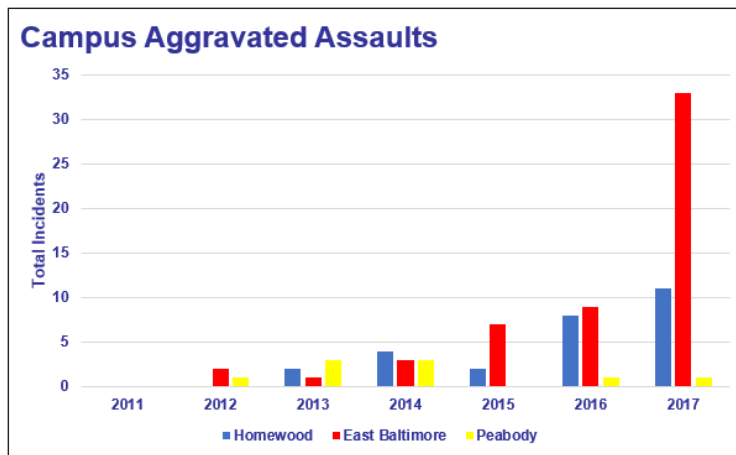
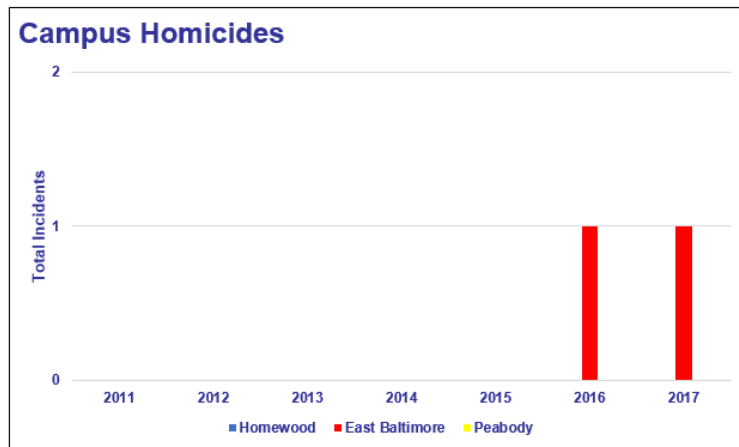
Property Crime is the combined total of Arson, Auto Theft, Burglary, Larceny and Larceny from Auto

Shootings are counted in the Aggravated Assault totals.

Common Assaults are not counted in the overall Violent, Property or Grand Total number

SECTION TWO: Annual Security Report Data, 2011 to 2018

These charts present the data reported in JHU Annual Security Reports in compliance with the Clery Act for Homicides, Aggravated Assaults and Robberies from 2011 to 2017. This data is broken down by each specific crime per campus by year. The Clery reportable geography for each campus is outlined in red on the maps from Section One.



EAST BALTIMORE

Summary of Major Crime Incidents

The following is a summary of assaults, robberies, commercial robberies, and other serious crimes in the areas on and immediately surrounding the Johns Hopkins East Baltimore campus, as reported in alerts issued by Johns Hopkins Security.

2018

DECEMBER

Dec. 3, 2018, 3:50 p.m., 1000 block of N. Washington St. Attempted armed robbery. A Johns Hopkins affiliate was approached from the rear by two juveniles individuals who showed a handgun and demanded that the affiliate “give it up.” The victim ran and immediately reported the incident to Security. No property was taken.

NOVEMBER

Nov. 27, 2018, 5:22 p.m., 400 block of N. Washington St. Robbery. A single juvenile individual attempted to take a cell phone from a non-affiliate pedestrian. When the victim resisted, two other juveniles joined the first. Taken: phone and purse.

Nov. 26, 2018, 5:30 p.m., 600 block of N. Washington St. Attempted robbery. A single juvenile approached a Johns Hopkins affiliate at a bus stop, grabbed her purse and attempted to flee. The affiliate resisted and fell to the ground and the juvenile fled without the purse.

Nov. 16, 2018, 7:40 p.m., 1400 block of E. Monument St. Armed robbery. Three juvenile individuals approached a pedestrian Johns Hopkins affiliate; one individual pointed a handgun at the affiliate and demanded cash and a cell phone. The individuals pushed the affiliate to the ground and took his phone by force. The affiliate suffered a bruised knee, but declined treatment. Taken: phone (other juveniles in the area witnessed the robbery, chased the perpetrators and retrieved the phone for the affiliate).

Nov. 15, 2018, 11 p.m., 200 block of N. Caroline St. Carjacking (robbery). Two individuals approached a Johns Hopkins affiliate seated in his car and banged on the window. The affiliate got out of his car and was struck in the back of the head with an unknown object and briefly knocked unconscious. When he regained consciousness, his car had been stolen. He suffered a minor injury. Taken: car.

Nov. 13, 2018, 2:15 p.m., 1500 block of Ashland Ave. Assault and robbery. A Johns Hopkins affiliate was approached from the rear by three individuals and struck with a closed fist. Affiliate suffered a nose injury but declined treatment. Taken: wallet and phone.

Nov. 6, 2018, 11:50 p.m., 500 block of N. Castle St. Carjacking (armed robbery). Individual armed with a handgun robbed non-affiliate and drove away in the victim’s car. Victim’s shoulder injured when he fell while fleeing the scene; he was taken to Johns Hopkins Hospital emergency department for treatment. Taken: car and personal property.

Nov. 6, 2018, 12:45 p.m., 1900 block of Ashland Ave. Commercial robbery. Individual grabbed money out of the cash register through the service window of a food truck. Taken: cash.

Appendix C.i

Summary of Major Crime Incidents: East Baltimore

Continued...

OCTOBER

Oct. 20, 2018, 5:45 p.m., 200 block of N. Central Ave. between Fayette and Baltimore streets. Robbery. Individuals robbed a Johns Hopkins affiliate. Taken: personal property.

Oct. 8, 2018, 6:50 p.m., 700 block of N. Eden St. at E. Monument St. Armed robbery. Juvenile individual robbed a non-affiliate pedestrian at gunpoint and fled on foot. Taken: personal property.

Oct. 2, 2018, 9:30 p.m., 1100 block of N. Broadway. Attempted armed robbery. A Johns Hopkins affiliate riding a bicycle northbound on Broadway was approached by four juvenile individuals, one armed with a handgun. They demanded the affiliate's cell phone, wallet, backpack and bike. Baltimore police and Johns Hopkins security vehicles approaching the area activated their emergency lights; the juveniles fled and separated without the affiliate's property.

SEPTEMBER

Sept. 14, 2018, 8:15 a.m., 1600 block of E. Fairmount Avenue. Assault. Johns Hopkins affiliate walking eastbound was approached and was kissed on the cheek by an individual. Circumstances and suspect description were similar to those in the other Sept. 14 incident.

Sept. 14, 2018, 7:55 a.m., 100 block of N. Broadway. Sexual assault. Johns Hopkins affiliate pedestrian waiting to cross an intersection at a traffic light was approached and was kissed on the cheek and touched on the buttocks.

Sept. 6, 2018, vicinity of Bond and Eager streets. Aggravated assault. A gunman in a vehicle opened fire on a group holding a vigil for the victim in the Sept. 3 incident. Three youth – ages 14, 17 and 19 – were wounded. All were taken to Johns Hopkins Hospital and survived.

Sept. 3, 2018, 11:11 p.m., 1600 block of E. Eager Street, near Broadway. Homicide. A non-affiliate was found shot to the head by a firearm. He was transported to a hospital, where he died of his wounds.

AUGUST

Aug. 20, 2018, 5:35 p.m., near the intersection of E. Madison and N. Caroline streets. Aggravated assault. Non-affiliate shot. Police responding to a ShotSpotter alert chased potential suspects and recovered a handgun. Victim transported by ambulance to Johns Hopkins Hospital emergency department.

JULY

July 24, 2018, 8:15 a.m., North Wolfe Street and 1900 block of Ashland Avenue. Assault. Johns Hopkins affiliate standing on the sidewalk was touched on the forearm by an individual who made a suggestive remark and leaned in toward victim making kissing noises.

July 19, 2018, 5:30 p.m., 600 block of North Washington Street. Robbery. Pedestrian affiliate's wireless headphones taken by juvenile individual riding past on a bicycle. Taken: headphones.

JUNE

June 26, 2018, 10:50 p.m., Robbery and assault. 1800 block Orleans Street (near the Orleans Garage entrance). A non-affiliate walking along the street was pushed against a wall by three suspects and struck in the face by one of the three. Another grabbed the victim's bag of fast food. Taken: food.

APRIL

***April 12, 2018**, 3:40 p.m., Bank robbery (armed). 2000 block E. Monument Street. Wells Fargo bank branch robbed by a male individual carrying a note claiming he had a gun and demanding money. Taken: cash.

FEBRUARY

***Feb. 25, 2018**, late night to early morning. Burglary. Inside commercial business in the Johns Hopkins Hospital complex. This was the latest of a series of burglaries in commercial businesses in the hospital complex on different dates. Arrest warrant obtained for a suspect believed responsible for the burglaries.

** Not a street crime.*

Appendix C.i

Summary of Major Crime Incidents: East Baltimore

Continued...

Feb. 15, 2018, 4:30 p.m., Robbery. 700 block. N. Broadway. Non-affiliate approached from behind and was threatened with stabbing, though no knife was seen. Taken: phone.

***Feb. 7, 2018**, 5:10 p.m., Attempted armed robbery. Washington and Monument streets. Individual attempted to rob a Dunkin Donuts at gunpoint.

JANUARY

Jan. 30, 2018, 1:20 p.m., Armed robbery. 600 block N. Castle Street. Non-affiliate robbed at knifepoint by three male individuals. Taken: personal property.

Jan. 24, 2018, 7:10 p.m., Armed robbery. 700 block N. Broadway. Non-affiliate grabbed and robbed at knifepoint by two male individuals. Taken: personal property. A Kennedy Krieger security officer and an off-duty Baltimore sheriff's deputy working for Johns Hopkins witnessed the robbery. They chased and arrested one of the perpetrators.

***Jan. 19, 2018**, about 12 noon., Aggravated assault (double shooting). Inside 621 N. Duncan St. between Monument and McElderry streets. Reported double shooting; perpetrator fled. No further details.

2017

NOVEMBER

Nov. 13, 2017, 1:35 a.m., Aggravated assault (shooting). 1700 block of E. Monument Street near Broadway. Two eastbound vehicles stopped just past the intersection. One occupant of each car exited vehicles and got into a physical altercation. One pulled a gun and shot the other in the right leg. Victim was later treated at JHH emergency department.

Nov. 9, 2017, 6:05 p.m., Assault. Caroline Street between Jefferson and McElderry streets. Affiliate approached by six or seven male individuals, one of whom struck the victim in the face, causing minor injuries.

Nov. 9, 2017, 4:50 p.m., Property damage. Madison Street at Ensor Street. Affiliate driving west was approached at traffic light by four male individuals, who yelled at the driver and then kicked the rear panel of the vehicle on the driver side, causing significant damage.

OCTOBER

Oct. 24, 2017, 4:40 p.m., Assault and robbery. 1400 block E. Monument Street. Kennedy Krieger affiliate approached from behind by five male individuals, who struck the victim and took his property. Victim suffered minor injuries. Third known incident in three weeks at this approximate location, at approximately the same time with perhaps the same perpetrators.

Oct. 4, 2017, 4 p.m., Assault and robbery. Monument Street at Eden Street. Johns Hopkins affiliate confronted and punched in the face by three male individuals. Taken: purse, wallet, cell phone, tablet. (Purse and wallet recovered by passerby who gave chase.)

AUGUST

Aug. 16, 2017, 11:37 p.m., Aggravated assault (shooting). 300 block N. Broadway (rear). Non-affiliate shot in the left leg. Victim taken by ambulance to a hospital.

***Aug. 2, 2017**, 2:45 p.m., Bank robbery. 1800 block E. Monument Street. Bank of America branch robbed by male individual who handed a teller a note and fled with a bag of money. Taken: cash.

Aug. 2, 2017, 12:15 p.m., Aggravated assault (shooting). 900 block N. Broadway. Three non-affiliates shot.

JULY

July 19, 2017, 5:34 p.m., Aggravated assault (shooting). Chester and McElderry streets. Non-affiliate walked from scene to security officer posted at Washington and Monument streets and reported being shot in the left foot.

July 18, 2017, 8:12 p.m., Assault and attempted robbery. 400 block North Central Avenue. Victim sustained injuries. Group of individuals also believed responsible for the other July 18 incident. No further information.

** Not a street crime.*

Appendix C.i

Summary of Major Crime Incidents: **East Baltimore**

Continued...

July 18, 2017, 7:50 p.m., Assault and attempted robbery. 100 block North Caroline Street. Victim sustained injuries. Group of individuals also believed responsible for the other July 18 incident. No further information.

July 11, 2017, 5:30 p.m., Assault and robbery. 2000 block of East Madison Street. Non-affiliate attacked by eight to 10 male individuals. Taken: athletic shoes.

HOMEWOOD CAMPUS

Summary of Major Crime Incidents

The following is a summary of assaults, robberies, commercial robberies, and other serious crimes in the areas on and immediately surrounding the Johns Hopkins Homewood campus, as reported in alerts issued by Johns Hopkins Security.

2018

DECEMBER

Dec. 10, 2018, 2:00 p.m., 100 block of W. 27th Street. Commercial armed robbery. Two masked individuals armed with handguns entered the Sweet 27 Bakery and Restaurant and demanded money. Taken: cash and customers' personal property.

NOVEMBER

Nov. 22, 2018, 12:30 a.m., 300 block of University Parkway. Assault and robbery. One individual approached a non-affiliate pedestrian from behind, grabbed her shoulder purse, spun her to the ground, punched her and fled with the purse. Taken: purse and personal property.

Nov. 11, 2018, 12:05 p.m., alley behind 300 block of 33rd St. Armed robbery. Two individuals, one with a handgun, approached a non-affiliate walking in the alley. Taken: cash.

OCTOBER

* **Oct. 20, 2018**, 4:10 p.m., 2700 block of Remington Ave. Commercial armed robbery. Individual with his hand in his pocket as if armed with a gun demanded money from the cashier at a Walgreens store. Taken: cash.

SEPTEMBER

* **Sept. 28, 2018**, 2:55 p.m., 2700 block of Remington Ave. Commercial robbery. Individual approached bank teller with a note and fled with money. Taken: cash.

* **Sept. 10, 2018**, 8:14 p.m., 3200 block of St. Paul Street. Commercial armed robbery. Individual appearing to be shoplifting was challenged by a CVS store employee, pulled out a knife and pointed it at the employee. Taken: merchandise.

AUGUST

** **Aug. 13, 2018**, 1:40 a.m., 300 block of E. 27th Street. Armed robbery. Two individuals approached a non-affiliate, one placing a handgun to the victim's head. The victim was forced to withdraw cash from several ATMs, then was returned to his home, where they assaulted him with pepper spray. Taken: cash.

** **Aug. 12, 2018**, around 12:01 a.m., 26th Street and Huntington Avenue. Armed robbery. Three individuals armed with handguns robbed two non-affiliates. Taken: wallets and keys.

August 11, 2018, 4 p.m., 3100 block of Remington Avenue. Armed robbery. Two individuals, one armed with a handgun, exited a car parked in an alley and demanded property from two non-affiliate pedestrians. Taken: handbags.

Aug. 10, 2018, 11:20 a.m., 3000 block of Cresmont Avenue. Armed robbery. Individual exited a car, demanded property at gunpoint from an affiliate and his daughter, returned to car and drove away. Taken: phone and wallet.

* *Not a street crime.* ** *Occurred outside Johns Hopkins patrol area.*

Appendix C.ii

Summary of Major Crime Incidents: Homewood

Continued...

**** Aug. 3, 2018, 12:53 a.m., 2600 block of N. Charles Street.** Armed robbery. Three individuals, one armed with a knife, approached a non-affiliate on the front steps of his residence and attempted to gain entry to the home by pushing the victim through the doorway. The victim pushed back, dropping his house and car keys. Taken: keys.

JULY

July 31, 2018, 2:33 a.m., 300 block E. 32nd Street (between Abell Avenue and Barclay Street). Attempted armed robbery. One individual, carrying a semi-automatic handgun, approached a university contract employee. The employee ran and the individual fell to the ground.

July 29, 2018, 1:30 a.m., 27th Street and St. Paul Street. Armed robbery. Individual, implying he carried a gun, approached non-affiliate and walked her behind a building to two accomplices and from there to an ATM where she was forced to withdraw money. Taken: cash and other property.

July 26, 2018, about 12:01 a.m., 2800 block of St. Paul Street. Carjacking (armed robbery). One individual, implying he had a gun, approached non-affiliate getting out of her car, demanded the car and drove away. Taken: automobile.

July 25, 2018, 1:15 p.m., Calvert Street and 32nd Street to and across Homewood campus to area near Stony Run. Hit-and-run accident and fleeing police. Individual in reportedly carjacked vehicle crashed in multi-vehicle collision and fled from Baltimore police, eventually reaching and crossing the Homewood campus before being arrested in wooded area near Stony Run. JHEA text messages sent ordering those on campus to shelter in place.

**** July 10, 2018, 10:50 p.m., 3400 block of University Place.** Carjacking (armed robbery). Three individuals, one claiming to have a gun, stole a car from a non-affiliate. Taken: automobile.

**** July 1, 2018, 7:50 a.m. 3000 block of Huntington Avenue.** Carjacking (armed robbery). Individual (possibly the same individual involved in a similar nearby crime the previous day) stole a car at gunpoint from a non-affiliate. Taken: automobile and purse.

JUNE

**** June 30, 2018, 4:05 p.m., Rear of the 2600 block of N. Charles Street.** Carjacking (armed robbery). Individual (possibly the same individual involved in a similar nearby crime the next day) stole a car from a non-affiliate at gunpoint. Taken: automobile, wallet and cash.

MAY

May 19, 2018, 1:30 a.m., Corner of N. Charles Street and Art Museum Drive. Aggravated assault. Contract employee standing on the sidewalk was shot at with a paintball gun fired from a passing car. (Employee's backpack was hit.)

May 14, 2018, 8:45 p.m., 200 block E. 32nd Street. Armed robbery. Student robbed at gunpoint by two individuals. Taken: wallet and phone.

APRIL

April 14, 2018, 4:50 p.m., Assault and robbery. Unit block W. University Parkway. Graduate student robbed by three female individuals, who took the student's phone and attempted to forcibly take her purse. Victim was struck in the face. Taken: phone.

April 18, 2018, 3:05 p.m., St. Paul Street at 27th Street. Assault. Student boarding a Johns Hopkins shuttle bus was cursed at and struck in the face by a male individual. Student sustained minor injuries.

FEBRUARY

Feb. 7, 2018, 3:05 a.m., Assault and armed robbery. 100 block W. 29th Street. Two non-affiliates robbed at gunpoint by two male individuals. Victims were struck with handgun and were taken by ambulance to a hospital. Taken: cash.

Appendix C.ii

Summary of Major Crime Incidents: Homewood

Continued...

JANUARY

Jan. 24, 2018, 5:15 p.m., Armed robbery. 300 block E. 31st Street. Two non-affiliates robbed at gunpoint by two male individuals. Taken: phone.

Jan. 18, 2018, 6:20 p.m., Robbery. 2700 block Maryland Avenue. Non-affiliate approached from behind by two male individuals. Taken: backpack, wallet.

Advisory dated Jan. 15, 2018, date and time of incident not listed. Assault and robbery. 300 block Ilchester Avenue. Non-affiliate's backpack grabbed in struggle with victim by three male individuals who had been sitting on steps as victim passed. Victim fell to the ground. Taken: backpack.

2017

DECEMBER

Dec. 19, 2017, 10:45 p.m., Assault and armed robbery. 300 block E. 27th Street. Non-affiliate robbed at knifepoint by two male individuals. Second non-affiliate also robbed after coming to assist first victim. Both victims were knocked to the ground. Taken: phones.

NOVEMBER

Nov. 26, 2017, 1:50 p.m., Armed robbery. 2900 block Guilford Avenue. Non-affiliate robbed at gunpoint by two male individuals. Taken: wallet.

OCTOBER

Oct. 22, 2017, 10:10 p.m., Armed robbery. 2900 block Calvert Street. Non-affiliated food deliveryman robbed at gunpoint after completing a delivery. Taken: unspecified property.

Oct. 11, 2017, 11:15 p.m., Armed robbery. 2900 block Guilford Avenue. Johns Hopkins affiliate and friend robbed at gunpoint while exiting their car by three male individuals (same description as the other Oct. 11 crime). Taken: money, credit cards.

Oct. 11, 2017, 11:07 p.m., Armed robbery. 3100 block Guilford Avenue. Three students robbed at gunpoint by three male individuals. Taken: money, phones, credit cards.

SEPTEMBER

Sept. 26, 2017, 10:20 p.m., Robbery. 200 block E. 31st Street. Student robbed by two male individuals, one of whom grabbed her arm. Taken: phone.

Sept. 23, 2017, around 12 midnight., Armed robbery. Intersection of N. Guilford Avenue and E. 27th Street. Unaffiliated pizza deliveryman robbed at gunpoint by three male individuals while returning to his car after a delivery. Taken: wallet, money.

Sept. 20, 2017, 10:04 p.m., Armed robbery. 200 block E. 33rd Street. Two Johns Hopkins affiliates robbed at gunpoint by three male individuals, one of whom searched the victims' pockets. Taken: wallets, phones.

Sept. 17, 2017, 8:52 p.m., Robbery. 2900 block Guilford Avenue. Student approached from rear by three male individuals, one of whom held an object to the back of student's head and demanded money. Taken: wallet, phone.

AUGUST

*** Aug. 24, 2017**, 12:10 p.m., Burglary. 3200 block Charles Street. Laptop taken from student residence, reportedly by one male individual.

Aug. 16, 2017, 10:46 p.m., Armed robbery. 300 block E. 30th Street. Non-affiliate in courtyard robbed at gunpoint by one male individual, who then joined two other male individuals and left area. Taken: wallet, phone.

** Not a street crime. ** Occurred outside Johns Hopkins patrol area.*

Appendix C.ii

Summary of Major Crime Incidents: Homewood

Continued...

Aug. 15, 2017, 11:15 p.m., Armed robbery. 100 block W. 29th Street. Non-affiliate passenger in a car forced by driver at gunpoint to leave vehicle. Taken: personal property.

Aug. 11, 2017, 11:45 a.m., Armed robbery. 2500 block Maryland Avenue. Non-affiliate robbed at knifepoint by two male individuals. Taken: money.

Aug. 5, 2017, 4:25 p.m., Armed robbery. 200 block Chancery Road. Three students robbed at gunpoint by two suspects who emerged from a vehicle and walked up to the victims. Taken: money, phones. A homeowner who came outside to investigate was also robbed.

**** Aug. 4, 2017**, 9:15 p.m., Armed robbery. 3500 block N. Calvert Street. University affiliate robbed at gunpoint by two male individuals who emerged from a car that pulled up near victim. Taken: money, phone.

Aug. 4, 2017, 2:15 p.m., Armed robbery. 2900 block Hunter Street (between 29th and 30th streets). Non-affiliate robbed at gunpoint by two male individuals who emerged from a car that pulled up near victim. Armed individual demanded "give me everything." Taken: wallet, car keys, and victim's car, parked nearby on 30th Street.

Aug. 3, 2017, 2:20 p.m., Armed robbery. 200 block E. 30th Street. Student robbed at gunpoint by male individual who fled in car with unknown driver. Taken: phone, money.

*** Aug. 3, 2017**, 2 a.m., Armed robbery. Apartment in the 300 block E. University Parkway. Graduate student robbed at gunpoint by male individual who had been invited into student's apartment. Taken: wallet, phone.

JULY

July 30, 2017, 2 a.m., Assault and attempted armed robbery. 3200 block Abell Avenue. Non-affiliate pushed against his car while exiting vehicle. Two male individuals demanded victim's property at gunpoint. The armed suspect attempted to grab victim's phone from his hand and struck victim in the head with his fist when the victim resisted.

July 29, 2017, 11:18 p.m., Armed robbery. 200 block E. 27th Street. Two non-affiliates robbed at gunpoint by two male individuals. Taken: backpacks, wallets and a phone.

July 29, 2017, 1:40 a.m., Armed robbery. 2800 block of St. Paul Street. Non-affiliate robbed at knifepoint by three individuals (two male, one female). Taken: backpack with phone, cash and keys.

PEABODY CAMPUS

Summary of Major Crime Incidents

The following is a summary of assaults, robberies, commercial robberies, and other serious crimes in the areas on and immediately surrounding the Johns Hopkins Peabody campus, as reported in alerts issued by Johns Hopkins Security.

2018

AUGUST

Aug. 29, 2018, 7:20 p.m., 600 block of St. Paul Street. Assault. A student was struck in the face while attempting to intervene to stop an individual chasing a non-affiliate.

Aug. 28, 2018, 12:15 p.m., 600 block of N. Charles Street. Aggravated assault. A single individual held a knife for several seconds to the side of a student sitting on a bench at a shuttle stop, then said that the student had been “punked.”

JUNE

June 20, 2018, 11:57 a.m., Sexual assault. Unit block E. Centre St. A Peabody Security officer investigating a report of a disturbance was inappropriately touched. The assault was committed by one of two individuals who had allegedly been engaging in aggressive filming of patrons and staff at Maestro’s Café, a university-operated food-service establishment.

MAY

May 18, 2018, 12:15 p.m., Aggravated assault. Unit block E. Centre St. Student standing along the block was hit in the right arm, neck and back by a paintball gun fired from a passing car.

May 3, 2018, 11:30 a.m., Assault and robbery. 700 block N. Charles St. Student walking toward Johns Hopkins shuttle stop was pushed by a male individual. Taken: phone.

APRIL

April 30, 2018, 2:25 p.m., Attempted armed robbery. Unit block E. Madison Street between Charles and St. Paul streets. Student approached at knifepoint by one individual, who demanded a phone but left without taking it when he saw the model of phone the student carried. Description of individual similar to that in the other April 30 crime, which occurred shortly before and nearby.

April 30, 2018, 2 p.m., Attempted armed robbery. 600 block St. Paul Street. Student at Johns Hopkins shuttle stop approached at knifepoint by one individual, who demanded money but fled without taking any.

April 29, 2018, 1:45 a.m., Armed robbery. 700 block N. Charles St. Student and friends ordered at gunpoint into an alley, where suspect robbed the student. Taken: wallet, phone.

April 26, 2018, 11:30 a.m., Armed robbery. 500 block St. Paul Street. Student robbed at knifepoint by two individuals. This occurred shortly after crime No. 5, and nearby. The victim’s description of the individuals matched that in the other April 26 crime. Taken: phone.

April 26, 2018, 11 a.m., Attempted armed robbery. 600 block St. Paul Street. Student at Johns Hopkins shuttle stop approached by two male individuals who demanded his phone at knifepoint. Individuals fled when others arrived at the shuttle stop.

2017

OCTOBER

Oct. 20, 2017, 7:13 p.m., Assault and attempted robbery, followed immediately by robbery. Unit block E. Mount Vernon Place and nearby. Non-affiliate was struck by individuals who attempted to take his wallet. When victim resisted, individuals ran to the 600 block of St. Paul Street and snatched another non-affiliate's phone. Taken: phone.

SEPTEMBER

Sept. 18, 2017, 8:30 p.m., Assault and attempted robbery. Unit block E. Mount Vernon Place. A Peabody Prep parent was struck in the face by individuals who attempted to take the parent's phone.

AUGUST

Aug. 30, 2017, 11 p.m., Armed robbery. 700 block N. Charles Street. Student robbed by individual who stated that he had a gun. Taken: wallet, phone.

Appendix D.i

From: Johns Hopkins University <[REDACTED]@johnshopkins.edu>
Sent: Wednesday, September 27, 2017 7:37 PM
To: [REDACTED]
Subject: JHU security response after Charles Village robberies

Is this email not displaying correctly? [View it in your browser.](#)



Dear Homewood Students, Faculty, and Staff:

Since last Sunday, Charles Village has experienced a rash of robberies, most of them armed. In the area immediately east of North Calvert Street, six of our students and four of our neighbors have been robbed. Most of these crimes appear to have been perpetrated by two or three assailants, and they have occurred in both the evening and daytime.

The safety and security of our community is and will remain a constant focus at every level of the university. We are working closely with the Baltimore Police Department (BPD) to protect our community and aid BPD in its effort to stem this surge in robberies.

Specifically, BPD's Northern District has shifted significant resources to patrol the neighborhood and investigate these crimes. Johns Hopkins Campus Safety and Security (CSS) also has increased the number of CSS patrols and armed, off-duty BPD police officers in the impacted area, working in coordination with BPD to ensure maximum security coverage.

These steps complement the university's substantial increase in investment in CSS, which has more than doubled in the last four years. In the past eight months alone, CSS has increased its patrol staffing by 20 percent in order to augment a highly visible deterrence to crime in the neighborhoods adjacent to the Homewood campus.

We are very concerned about anyone in our community who is victimized by criminal activity. Homewood Student Affairs has been in touch with the student victims to provide support, including counseling and academic assistance, and is available to help through the post-incident trauma.

For those of you who live in or pass through the neighborhoods where these crimes are occurring, we strongly urge you to take advantage of the university's security and transportation resources—including the [Escort Program](#) and the [LiveSafe smartphone app](#), which puts you quickly in touch with campus security or police in the event of an emergency.

- On the Campus Safety and Security website you will find useful [crime prevention tips](#) and specific suggestions for how to protect yourself if you [encounter a thief](#).
- On the JHU Transportation Services website you will find [Blue Jay Shuttle routes](#) (available from 5:30 p.m. to 3:45 a.m.) and instructions for downloading the TransLoc

Appendix D.i

Rider app, which provides real-time updates on routes and timing, as well as access to [Night Ride](#), an on-demand curb-to-curb service in our area.

We will keep you posted with additional information as needed in the coming weeks. Please do not hesitate to be in touch with us with any questions and/or concerns you may have about campus safety and security.

Sincerely,

Daniel G. Ennis
Senior Vice President for Finance and Administration

Keith Hill
Vice President for Corporate Security

Christina Presberry
Interim Executive Director for Campus Safety and Security

Appendix D.ii

From: President Daniels <[REDACTED]@johnshopkins.edu>
Sent: Monday, October 23, 2017 5:15 PM
To: [REDACTED]
Subject: Homewood campus safety and security update

Is this email not displaying correctly? [View it in your browser.](#)



Dear Homewood Students, Faculty, and Staff:

I am writing to update you on recent efforts to ensure the safety and security of our campus community.

As you know, over the last several months, the neighborhoods near the Homewood campus have experienced a very concerning spate of crimes, including a series of robberies (both armed and unarmed), the most recent of which occurred last night. Most of these robberies have been concentrated near the eastern perimeter of our off-campus patrol area and have followed a similar pattern, with juveniles or young adults approaching one or more students or community members and demanding their wallets and cellphones. In some cases, the robberies were part of a larger wave across the city involving the same group of perpetrators; in others, they appear to be singular events. The Baltimore Police Department (BPD) has made arrests in more than half of these crimes and is actively investigating the others, with our close collaboration and support.

We have been dogged in our determination to keep our campuses safe and secure, and we understand that a comprehensive and visible security presence is the best way to deter crime. As we have communicated in the past, to supplement the efforts of the BPD, our university has invested significant resources in increasing the size of our campus security force and deploying (armed) off-duty police officers and (unarmed) Allied Universal security guards. We constantly re-evaluate our strategy and tactics and recently further intensified our evening security presence in the area to the east of campus, with 12 additional security personnel (including along Guilford Avenue) and three additional car patrols. Also, we have decided to build a special response unit of highly trained former police officers whose mandate and location will be targeted to current or evolving threats. These steps will complement actions by BPD, which has dedicated more on-duty police patrols to our area and prioritized criminal investigations for incidents occurring near our campuses.

Other ongoing investments include upgrading and expanding our extensive network of security cameras, which have proved useful in crime deterrence and investigation, and working closely with the City of Baltimore on improved lighting and safety on city streets adjacent to campus. We are moving forward with plans to build and renovate more on-campus and affiliated housing, in order to provide more close-to-campus options for juniors and seniors. And we know from our own experience (and the experience of other urban universities) that the best long-term strategy to increase the safety of the campus community is to nurture and invest in neighborhoods for stable mixed-income residents, strong schools, green spaces, and good public amenities; we have seen significant improvements in neighborhood safety after completing several major mixed-use development projects, such as 9 East 33rd, Remington Row and RHouse.

Appendix D.ii

In mounting these security-related initiatives, we are consulting closely with local and national experts, and will be guided by the best available evidence on the benefits, risks, and efficacy of different interventions. We know well the challenges posed by the surge in violence in cities across the country, and we are resolutely determined that our campuses and their environs will be places where our students, faculty, and staff are safe, and able to immerse themselves fully in the experience and mission of Johns Hopkins.

Sincerely,

Ronald J. Daniels
President

JOHNS HOPKINS

UNIVERSITY & MEDICINE

Johns Hopkins: *In* Baltimore, *Of* Baltimore, *For* Baltimore.

Johns Hopkins' Commitment to Baltimore

"Johns Hopkins' commitment to our city and our neighbors is not new; it is part of who we are, inherent in our work from clinics to classrooms."

– Ronald Daniels, President, Johns Hopkins University

Investing in Baltimore's Economy

Johns Hopkins is an essential economic driver for Baltimore, providing thousands of good-paying, high-quality jobs to city residents, supporting local businesses and fueling the city's booming innovation economy.



48%

New private sector job growth driven by Johns Hopkins between FY14-FY17



+3,200

New jobs in Baltimore between FY14-FY17 – an increase of nearly 9%

Johns Hopkins' average salary is 27% higher than the average salary in Baltimore:



\$71.5k

Johns Hopkins average salary in FY17

\$59k

average salary in Baltimore City

39,263 Employees
WORK IN BALTIMORE
totaling \$2.8B in salaries and wages

16,202 Employees
LIVE IN BALTIMORE
totaling \$1B in salaries and wages



Caring for Baltimore's Communities and Building Ladders of Opportunity

Johns Hopkins works hard for our hometown. We give back in hundreds of ways, including by offering full-tuition scholarships for Baltimore's students, hiring healthcare providers from challenged neighborhoods and helping returning citizens re-enter the workforce with high-quality jobs and a bright career path.



\$28M

In scholarships over the past 5 years for 64 Baltimore high school students to attend Johns Hopkins tuition free



1,000+

New hires from distressed communities in targeted jobs over the past 3 years (FY16-FY18)



400+

Returning citizens hired since FY16, modeling best practices to remove barriers to gainful employment

Supporting Our Employees and Their Families

Our people are our most important resource. Through a comprehensive package of employee benefits and incentives, Johns Hopkins is helping our employees care for their families, build their careers and get ahead. Their success drives our success.

\$68M+

Tuition benefits paid to more than 6,500 employees and their families for college and university

\$5,000

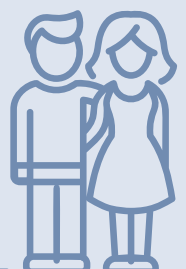
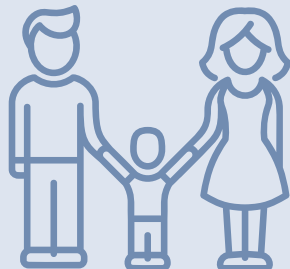
Childcare reimbursement vouchers available for employees making less than \$50k

6+ WEEKS

Fully-paid parental leave plus 4 weeks of fully-paid birth recovery leave

\$7.4M+

in grants to buy homes
To date, nearly 1,000 employees have participated in Johns Hopkins' Live Near Your Work program, receiving \$7.4 million in grants to buy homes in Baltimore City



Johns Hopkins is proud of our hometown. As Baltimore's premier anchor institution, we are committed to helping our city succeed and its residents thrive.

Johns Hopkins and Baltimore: Building Our City, Together

Appendix F

Economic Opportunities for Underserved Adults and Youth

- 1,000 new local hires from distressed communities in Baltimore City in targeted jobs at Johns Hopkins over the past 3 years (FY16-FY18);
- Over 400 returning citizens hired since FY16, modeling best practices to remove barriers to gainful employment;
- Over 3,500 paid summer internships for Baltimore youth through the Johns Hopkins Summer Jobs Program, launched 24 years ago, including over 450 in 2018 alone, the highest of any private employer in the city

Healthcare and Addiction Treatment

- **\$54.9 million in charity care annually**, provided by JH hospitals in Baltimore to uninsured and underinsured patients;
- **Suite of services to individuals with substance use disorders, and substantial co-occurring medical, mental health, and social needs**, providing over 100,000 clinic visits each year: Johns Hopkins offers group and individual counseling, offer all approved medications for opioid, alcohol and nicotine use disorders, and provides a full continuum of wrap-around services including housing, psychiatric evaluation and treatment, and peer support services;
- **Cornerstone at Helping Up Mission (HUM)**: Cornerstone is a substance abuse treatment program within the HUM in East Baltimore. The program is staffed by JHU counselors and a program director who is a full-time JHU faculty member, and Cornerstone provides substance abuse treatment services. Johns Hopkins also provides financial support for the program.
- **Center for Addition and Pregnancy (CAP)**: The Johns Hopkins Bayview Medical Center offers one of the few treatment programs for pregnant women, the Center for Addition and Pregnancy (CAP), which helps mothers and infants deal with the physical, emotional, and social problems caused by substance use disorders. Services include: substance abuse treatment, psychiatry, pediatrics, obstetrics/gynecology, and family planning. CAP also offers transportation and methadone maintenance;
- **Vision for Baltimore (V4B)**: a collaboration among Baltimore City, Vision To Learn (VTL), Warby Parker, and Johns Hopkins University, which provides school-based vision services to the city's 62,000 elementary and middle school students. Since the program's launch in fall 2016, it has provided: 43,026 vision screenings, 6,646 eye exams for students who failed vision screenings, and 5,153 pairs of glasses to those in need.

Neighborhood and Community Development

- **Homewood Community Partners Initiative**: a commitment of \$10 million over five years to promote neighborhood-driven economic development in ten neighborhoods proximate to the Johns Hopkins Homewood campus;
- **East Baltimore Development Initiative**: a commitment of nearly \$60 million so far to promote a 20-year, \$1.6 billion mixed-use revitalization effort, in partnership with the City and the Annie E. Casey Foundation;
- **Live Near Your Work grants**: nearly 1,000 employees receiving \$7.4 million in grants to buy homes in Baltimore City;

Appendix F

- **Johns Hopkins Neighborhood Fund (JHNF):** supported by JHU employees through United Way pledge designations, JHNF provides grants to support local nonprofits' efforts to build stronger neighborhoods by addressing community needs. Since its creation in 2007, the JHNF has provided over \$2 million to 175 nonprofits located near Johns Hopkins campuses;
- **Blight removal:** Johns Hopkins off-campus leases were critical to the redevelopment of The Centre Theater and Remington Row, and \$5 million in funding secured by JHU for the Parkway Theater enabled the conversion of these large, vacant properties from neighborhood liabilities into assets;
- **Community center assistance:** Immediately after the closing of the Barclay Recreation Center in 2011, JHU played a lead role in supporting Strong City Baltimore with technical, financial, and other assistance to convert the facility into the successful 29th Street Community Center. JHU has continued its engagement with the center and its mission to build and strengthen neighborhoods and people;
- **Neighborhood assets:** In May 2018, JHU provided financial, technical, and labor assistance for the complete rebuilding of the Barclay Playground, adjacent to the Barclay School and 29th Street Community Center

Educational Opportunities for Youth

- **\$28 million in scholarships for over 300 Baltimore City Public Schools high school students** to attend Johns Hopkins University tuition free since 2005;
- **\$21 million toward the \$43 million cost of the Henderson-Hopkins School**, a contract school of the Baltimore City Public Schools System operated by the Johns Hopkins University School of Education in partnership with Morgan State University, and the first public school built in East Baltimore in over twenty years;
- **Pathways in Technology Early College High School (P-TECH):** a partnership among Johns Hopkins, Paul Laurence Dunbar High School, Kaiser Permanente, and the University of Maryland, Baltimore to offer two-year health sciences degrees to students enrolled in the program, launched in 2016;
- **Barclay/Hopkins STEM Partnership:** a partnership between the JHU Whiting School of Engineering and Barclay Elementary/Middle School, launched in 2016, which provides technical and funding assistance for in-school and out-of-school STEM programming, teacher professional development, capital improvements, and enhanced IT capacities, all with a focus on engineering and computer science;
- **Margaret Brent Elementary/Middle School Partnership:** now in its third year, the JHU School of Education has delivered school-wide arts integrated curriculum support, ongoing arts professional development for teachers, student programming – including OrchKids – and funding for capital improvements.

Appendix G

Safety and Security Models at Ivy Plus Peers and Other Private Urban University Peers Outside of Maryland/DC

See p. 4 for Maryland/DC Peers // See p. 8 for Additional Models

University	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
Brown U. Department of Public Safety	State law, licensed as RI Special Police Officers	"On campus and upon the streets and highways adjacent to campus"	Y	Y	University	University	University & state – must attend a state-certified police academy	Y CALEA
Carnegie Mellon U. Police Department	State law <i>Detectives & Private Police Act ("Act 501")</i>	CMU property (Pittsburgh police patrol city streets that border & pass through campus)	Y	Y	University	University	University & state – must complete state-approved police academy training	N <i>But state accredited</i>
U. Chicago Police Department	State law	On campus and in specifically defined neighborhood area nearby campus	Y	Y	University	University	University & state – must be trained in accordance with IL police training and standards board	Y CALEA
Columbia U. Department of Public Safety	NY State-certified security guards	Columbia University property	N	N	University	University	University & state – must complete NY State security officer training	N
Cornell U. Police Department (nicknamed "Cornell Police")	State law <i>Section 2.20 of the NY State Crim. Pro. Law & as authorized by NY State Ed. Law, §§ 5708--09</i>	"[W]ithin grounds or premises owned or controlled by Cornell U., including any public highway that crosses or adjoins such property"; "shares jurisdiction with local agencies in adjacent areas"	Y	Y	University	University	University & state – Sworn officers complete the 629-hour municipal police training, the certified Basic Course for Police Officers training, and then are assigned to a field training officer to learn about the Cornell environment	Y IACLEA
Dartmouth College Department of Safety and Security	N/A	Dartmouth "College-owned and controlled property"	N	N	University	University	University & state – all uniformed personnel attend the NH Campus Safety Academy	N

Appendix G

Safety and Security Models at Ivy Plus Peers and Other Private Urban University Peers Outside of Maryland/DC

See p. 4 for Maryland/DC Peers // See p. 8 for Additional Models

University	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
Drexel U. Department of Public Safety	State law	On campus and in a specifically defined neighborhood area nearby campus	Y	Y	University	University	University	Y CALEA
Duke U. Police Department	State law	"Property owned by, or under the control of, Duke University, which includes adjacent public streets and sidewalks"	Y	Y	University	University	University & state – university has a professional recruiting and training unit	Y CALEA
Harvard U. Police Department	State law, special state police officers <i>MA Gen. Laws Ch. 22C § 63</i>	On and around Harvard properties; as SSPOs they can respond to any "breach of the peace" on city streets in Cambridge, Somerville, and Boston	Y	Y	University	University	University & state – receive same academy training as Cambridge police (note: no MOU with other local PDs)	N
MIT Police Department (nicknamed "MIT Police")	State law, special state police officers <i>MA Gen. Laws Ch. 22C § 63</i>	MIT property ← NB: They are ALSO sworn in as deputy sheriffs in the 2 relevant counties	Y	Y	University	University	University & state	N
NYU Department of Public Safety	NY State-certified security guards	On and around NYU campuses	N use citizen arrest	N	University	University	University & state - must complete NY State security officer training	N
Northwestern University Police	State law <i>State of Illinois statutes (110 ILCS 1005/0.01-3.0)/Private College Act)</i>	On campus and "in close proximity to campus" when responding to a "student-related incident"	Y	Y	University	University	University & state – must complete state-approved policy academy training	N
U. Penn Police Department	State law <i>C'wealth of Pennsylvania Munic'l Police Officers Act</i>	On campus and in a specifically defined neighborhood area nearby campus	Y	Y	University	University	University & state – must complete state training and additional university training	Y CALEA

Appendix G

Safety and Security Models at Ivy Plus Peers and Other Private Urban University Peers Outside of Maryland/DC

See p. 4 for Maryland/DC Peers // See p. 8 for Additional Models

University	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
Princeton Department of Public Safety	State law <i>New Jersey statutes (Title 18A, Sections 6-4.2 and 6-4.5)</i>	On campus and at university properties near campus	Y	Y	University	University	University & state – must complete “same police academies and annual training as their municipal counterparts”	Y CALEA
Stanford U. Department of Public Safety	MOU w/ Santa Clara County	Stanford University property	Y	Y	University	University	University & state – includes 24-week police academy, in-field training	N
Tulane U. Police Department	State law <i>La. St. Law Rev. Stat. 17:1805</i>	On campus and in a specifically defined neighborhood area nearby campus	Y	Y	University	University	University & state – must attend a state-certified police academy	Y CALEA
Wash U St. Louis Police Department	State law	On campus and in a specifically defined neighborhood area nearby campus	Y	Y	University	University	University & state – must receive same state-required training as municipal counterparts	N
Yale U. Police Department	State law <i>CT Gen. Statutes, Public Act No. 83-466, § 3*</i>	“[O]n campus and within an extended patrol area as agreed upon by NHPD”	Y	Y	University	University	University & state – 818 hours of basic training + 12 weeks in-field training; Has full-time Training and Professional Standards Unit	N

* “The City of New Haven, acting through its board of police commissioners, may appoint persons designated by Yale University to act as Yale University police officers. Such officers having duly qualified under section 7-294d of the general statutes, and having been sworn, shall have all the powers conferred upon municipal police officers for the city of New Haven. They shall be deemed for all purposes to be agents and employees of Yale University, subject to such conditions as may be mutually agreed upon by the city of New Haven, acting through its board of police commissioners, and Yale University.”

Appendix G

Safety and Security Models at Baltimore-Area and DC-Area University Peers

University (^{pr} =private)	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
American University^{pr} Police Department	DC Code & regs re: special police <i>DC Code § 23-582</i> <i>DCMR 6-A12</i>	Property “owned or controlled by” AU	Y	Y	University	University	University – 10-week Campus Public Safety Institute program	N
Baltimore City Community College Department of Public Safety Est. 2006	State law <i>MD Code, Educ. § 16-513/ Crim. Pro. § 2-101</i>	Property owned, leased, operated by, or under the control of BCCC. Works closely BPD NW District to share information and receive first responder support	Y	Y	University	University	University & state – must be trained according to guidelines established by MD Police Training Commission	N
Catholic University of America^{pr} Department of Public Safety	DC Code & regs re: special police <i>DC Code § 23-582</i> <i>DCMR 6-A12</i>	Property “owned or controlled by” CUA	Y	Y	University	University	University – 10-week Campus Public Safety Institute program + 56-hour basic firearms course + semiannual firearms qualification	N
Community College of Baltimore County Department of Public Safety	State law <i>MD Code, Pub. Safety § 3-303</i> (Special Police Officers)	On CCBC-owned, leased, or rented property as described in the commission	Y	Y	University	University	University & state (see Md. Code, Pub. Safety § 3-303)	N
Coppin State University[‡] Police Department	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3-101</i>	Property owned, leased, operated and/or controlled by Coppin Via an MOU, concurrent jurisdiction and authority in areas “contiguous to the University”	Y	Y	University	University	University & state – must be trained according to guidelines established by MD Police Training Commission	N
George Mason University Police Department	State law	“streets, parking lots, buildings, and grounds” of its campuses Working relationship with state and county police	Y	Y	University	University	University & state – must complete state training	N <i>but state accredited</i>

Appendix G

Safety and Security Models at Baltimore-Area and DC-Area University Peers

University (^{Pr} =private)	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
George Washington University^{Pr} Police Department	DC Code & regs re: special police <i>DC Code § 23-582</i> <i>DCMR 6-A12</i>	Property owned, leased, or controlled by GWU Working relationship with Metropolitan PD (frequent info sharing); no MOU	Y	Y	University	University	University – 10-week Campus Public Safety Institute program	Y CALEA
Georgetown University^{Pr} Police Department	DC Code & regs re: special police <i>DC Code § 23-582</i> <i>DCMR 6-A12</i>	Property owned, leased, or controlled by GU Working relationship with Metropolitan PD (frequent info sharing); no MOU	Y	Y	University	University	University – coordinated by FT Training and Recruitment Sergeant	N
Goucher College^{Pr} Office of Public Safety	N/A	College property. Balt. County PD has jurisdiction over the campus for all criminal incidents. (No MOU)	N	Y	University	University	University (all officers have prior security or law enforcement experience/training)	N
Howard University^{Pr} Department of Public Safety	DC Code & regs re: special police <i>DC Code § 23-582</i> <i>DCMR 6-A12</i>	Properties/facilities owned and operated by HU. Via an MOU, concurrent jurisdiction and authority with Metropolitan PD on HU campuses (except for the North Campus)	Y	Y	University	University	University – 10-week Campus Public Safety Institute program	N
Loyola University Maryland^{Pr} Department of Public Safety	State law <i>MD Code, Pub. Safety § 3-303</i> (Special Police Officers)	On Loyola-owned, leased, or rented property as described in the commission. Off-duty BDP officers patrol “outlying areas and the perimeter of the campus.” BPD patrols area surrounding campus.	Y	Y	University	University	University & state (see Md. Code, Pub. Safety § 3-303)	N
Maryland Institute College of Art^{Pr}	State law <i>MD Code, Pub. Safety § 3-303</i>	On MICA-owned, leased, or rented property as described in the commission.	Y	Y In cooperation with BPD	University	University	University & state – must complete training with certified	N

Appendix G

Safety and Security Models at Baltimore-Area and DC-Area University Peers

University (^{Pr} =private)	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
Department of Campus Safety	(Special Police Officers)	One off-duty BBPD officer patrols the campus during the evening hours when classes are in session. Via an MOU, BPD has primary jurisdiction for investigating crime.					public safety instructors	
Morgan State University Police and Public Safety Department	State law <i>MD Code, Education § 14- 106</i>	On campus and in close proximity to campus for student-related incidents. Via an MOU, BPD provides mutual aid and assistance with the investigation and enforcement of certain crimes both on and off campus.	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course & receive 240 hours field training	N
Notre Dame of Maryland University ^{Pr} Office of Public Safety	N/A	Property owned by NDMU. BPD patrols non-campus locations nearby.	N	Y In cooperation with BPD	University	University	University	N
Stevenson University ^{Pr} Campus Security	N/A	Greenspring and Owings Mills campuses “and certain non-campus property as appropriate.” Currently pursuing an MOU with Balt. County PD	N	N	University	University	University	N
Towson University [‡] Police Department (nicknamed Towson “Police”)	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3- 101</i>	“[A]ll property owned by the university and on the roadways within or immediately adjacent to the campus.” MOU w/ Balt. County PD for supplemental staffing	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course	Y IACLEA & CALEA (only PD in state w/ dual accredit’n)
UDC Police Department	DC Code re: mayor-	Buildings and properties owned or controlled by UDC.	Y	Y	University	University	University	N

Appendix G

Safety and Security Models at Baltimore-Area and DC-Area University Peers

University (^{pr} =private)	Source of authority	Jurisdiction	Arrest power?	Investigatory power?	Who hires?	Who pays?	Who trains?	Accredited? IACLEA/CALEA
	appointed special police <i>DC Code § 5.129.02</i> <i>DCMR 6-A12</i>	MPD has primary jurisdiction in all areas off campus, but UDC can respond to student/staff incidents adjacent to it						
UMBC[‡] Police Department	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3-101</i>	UMBC property. Via an MOU, Baltimore County PD handles serious criminal investigations (e.g., felony sexual offenses and homicides)	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course	Y CALEA
University of Baltimore[‡] Police Department	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3-101</i>	Via an MOU, concurrent jurisdiction and authority with BPD within defined boundaries (approx. 40 square blocks from above Penn Station down to Madison St.)	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course	Y CALEA
University of Maryland, Baltimore[‡] Police Force Est. 1975	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3-101</i>	Via an MOU, concurrent jurisdiction and authority with BPD within university boundaries, including streets and sidewalks “immediately adjacent” to campus	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course	Y CALEA
University of Maryland, College Park[‡] Police Department	State law <i>MD Code, Crim. Pro. § 2-101 / Educ. § 13-601 / Pub. Safety § 3-101</i>	Via an MOU, concurrent jurisdiction with Prince George’s County PD on campus property and “areas adjacent to the campus” in College Park and Adelphi	Y	Y	University	University	University & state – must complete MD Police Training Commission approved course	Y CALEA

[‡] Part of the University System of Maryland, and therefore under the umbrella of the state-authorized University System of Maryland Police Force.

Appendix G

Universities that Formally Rely on Municipal Police

University (^{pr} = private)	Police Arrangement	Shared Jurisdiction	Who hires?	Who pays?	Who trains?	NOTES
Auburn University Department of Campus Safety & Security (DCSS)	All campus crimes are reported to and investigated by the City of Auburn Police Division (APD), through a written agreement with the university *Auburn has 1 campus safety officer as well (unarmed) *APD and a DCSS substation are co-located on a building on campus (as of 2018)	*APD has full jurisdiction over the university campus. DCSS receives accident, incident, and arrest reports, as well as non-traffic citations, from APD for incidents occurring on the university's Clery geography on a regular basis. *DCSS also receives reports of student arrests and serious incidents (to include acts of violence) involving students regardless of location. Sexual misconduct incidents are shared with Auburn's Title IX Coordinator for investigation.	APD	APD	APD	Certain details from reports received from APD, or full reports, involving Auburn students may be shared with the Division of Student Affairs for review and referral to the Office of Student Conduct for potential action, if the behavior documented is in violation of university policy
Boise State University Department of Public Safety	BSU security officers do building security, grounds security, citizen aid, and emergency response and Boise Police (BPD), though a contract, do crime control *BPD officers serving BSU are stationed at the Public Safety substation	*BPD officers have full law enforcement authority on all property owned or controlled by Boise State University, including streets adjacent to and running through the Boise State University campus, as well as at certain local off-campus locations the University owns or controls, and public property "contiguous" to campus	BPD	BPD	BPD	Although BPD patrols on campus, "[t]he Department of Public Safety . . . has administrative responsibility for law enforcement activities on campus," including emergency response
Colorado College^{pr} Department of Campus Safety	Combines full-time, professional, unarmed Campus Safety patrol officers with armed police officers contracted through a written agreement with the Colorado Springs Police Department (CSPD)	*1 full-time, armed campus resource officer is stationed on campus during reg. business hours *Additional patrol of border zones by armed CSPD officers in vehicles *On Friday and Saturday nights, extra-duty CSPD officers patrol throughout the campus and the surrounding neighborhoods	CSPD	CSPD	CSPD	First piloted in 2010; Board of Trustees approved it on ongoing basis in 2015
Colorado Mesa University	Combines 2 full-time sworn police officers with 4 Grand Junction PD officers and 1	*Grand Junction PD has full jurisdiction over campus and surrounding neighborhoods.	Grand Junction PD	Grand Junction PD	Grand Junction PD	Campus Safety Officer Program started in 2016

Appendix G

Universities that Formally Rely on Municipal Police

University (^{pr} = private)	Police Arrangement	Shared Jurisdiction	Who hires?	Who pays?	Who trains?	NOTES
Campus Safety and Student Conduct (article here)	PD sergeant, assigned to campus for a 3-year term *Grand Junction PD has a substation on campus	*CMU's sworn police officers patrol campus in conjunction with Grand Junction PD.				In 2017, these officers "almost doubled the amount of time spent on proactive policing at the college, with over 700 hours spent on foot and bicycle patrol on and around campus."
Community College of Allegheny County Safety and Security	*CCAC has 4 directors of security – 1 per campus – who are sworn police officers who report to their campus presidents *Pittsburgh PD and Allegheny Sheriff's Office provide the additional police protection, through contracts w CCAC *CCAC also uses contract security guards	Not publicly available	Pittsburgh PD & Allegheny Sheriff	CCAC (via contract with Pittsburgh PD & Allegheny Sheriff)	Pittsburgh PD & Allegheny Sheriff	
Missouri State University Department of Safety and Transportation	*Non-commissioned Public Safety Officers (PSOs) work in tandem with sworn officers from the Springfield Police Department (SPD), under a written agreement *SPD has a substation on campus with 10 officers	The SPD Officers have full police power including authority to investigate any and all reports of criminal activity – including full powers of arrest, and power to search – on any property owned, leased, or controlled by MSU, and any other properties within the city limits of the City of Springfield.	SPD	SPD	SPD	Apart from 911 calls, all crimes on MSU property are reported first to MSU's Director of Safety and Transportation, who then reports them to SPD. SPD officers at MSU are "assigned to serve through community oriented policing with a focus on prevention."
Oregon State University Department of Public Safety	Department of Public Safety provides security services, including asking for ID, and has authority to enforce university policies and do citizen arrests, while Oregon State Police or municipal police enforce state and federal law	Corvallis campus: Oregon State Troopers have full police power and may enforce state and federal statutes on campus. Cascades campus: City of Bend PD has full police power and may enforce municipal, state, and federal statutes on campus.	OSP or BPD	OSP or BPD	OSP or BPD	

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Appendix I

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California Partnership for Safe Communities

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- Numerous sources

Appendix I

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Hopkins president sets out to garner community support for a university police force



Johns Hopkins president Ron Daniels, on lower step, and BUILD volunteer Henry Coleman speak with LaKisha Jones about a proposed Hopkins police force. (Baltimore Sun)

By **Sun Staff**
The Baltimore Sun

DECEMBER 8, 2018, 4:45 PM

Clipboard in hand, the president of Johns Hopkins knocked on rowhouse doors in East Baltimore on Saturday to hear how residents feel about the university's revived plan to establish a police force for its three city campuses, including the vast medical complex several blocks to the south.

"I'm Ron Daniels, the president of Johns Hopkins," he said as he and members of Baltimoreans United in Leadership Development, the influential coalition of churches and community groups, approached homeowners along the 1400 block of N. Eden St. Other BUILD members conducted surveys nearby — an effort to measure local sentiment about a Hopkins police force, something that community leaders said the university should have done when it first raised the idea.

At a Baltimore City Council hearing last week, Daniels said the university plans to again ask the Maryland General Assembly for police powers. He acknowledged missteps in the way the institution initially pursued the

idea, prompting what he called a “backlash.”

In March, **Assembly leaders did not endorse his plan**, and the leader of the city’s delegation to Annapolis said Hopkins had not established sufficient community support.

Daniels tried to correct that Saturday by participating in a BUILD-organized “listening session” at Knox Presbyterian Church. He sat in the front pew and heard several community leaders and BUILD volunteers express concerns about Hopkins having, within five years, 100 sworn officers assigned to the Homewood and Peabody Conservatory campuses, as well as the medical complex in East Baltimore.

A typical concern: Once Hopkins establishes a police force and its campuses become safer, crime will move to other areas of the city.

Regina Hammond, **who organized ReBuild Johnston Square to revitalize that east-side neighborhood**, expressed concern about a “spillover” as Hopkins police officers push crime away from the streets around the hospital. “Crime will move to unsecured communities while Hopkins becomes more secure,” she said.

Pauline Charles, a resident of Darley Park, expressed the same fear and asked Daniels for assurances that a Hopkins police force would work with Baltimore police to prevent crime from spreading to areas of the city already experiencing problems.

Some speakers used the opportunity to complain generally about crime in their neighborhoods, if well beyond the streets a Hopkins police force would patrol.

Celena Owens, a homeowner in Oliver, said she frequently hears gunshots in her neighborhood. “We’re tired of the drug markets and violence near a liquor store,” she said.

LaKisha Jones, one of the residents Daniels met while knocking on doors, told the Hopkins president she favored the university having a police force because it was bound to help deter crime. More immediate to her home on Eden Street, Jones said, was the need for better street lighting. While that would be a project for the Baltimore City Department of Transportation, Daniels made a note of it.

Speaking inside the church, the Hopkins president said crime was an urgent problem in Baltimore. “We all know what a cloud it puts over the prospects for the city,” he said, noting a high rate of armed robberies near Hopkins campuses during a three-month period last year.

He said he was convinced that the university needs its own police.

“But we recognize that things have changed when it comes to perceptions of policing in America,” he said. Other universities have had police departments for years, he said, but, in 2018, those institutions would face the same questions and demands for accountability that Hopkins has had to confront in trying to gain support for its plan.

Appendix J

Daniels said a Hopkins police force, built with community support, could become a “demonstration project” for how to do policing right, making streets on and near Hopkins campuses safer while embracing the principles of Baltimore’s federal consent decree to protect civil rights.

“We know this is a key partnership moment,” Daniels said, and he set off to knock on doors.

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Appendix K

List of Community, Student, and Faculty/Staff Organizations With Which Johns Hopkins Leadership Engaged *(sometimes as a group, sometimes with representatives)*

Community Associations	Student Organizations	Faculty/Staff Organizations
Abell Improvement Association	Advocates for Disability Awareness (Homewood)	Black Faculty and Staff Association (BFSA)
Abell Street Fair	Athletics Student Advisory Board (Homewood undergraduates)	Bloomberg School of Public Health – Committee on Equity, Diversity & Civility (CEDC)
Bayview Community Association	Black Graduate Students Association	Bloomberg School of Public Health – Faculty Senate
Better Waverly Community Organization	Black Student Nursing Association	Center for Social Concern (Homewood)
Brewers Hill Neighbors	Black Student Union	Centro Sol (Johns Hopkins Medicine)
Butcher's Hill Association Crime Prevention Committee	BSPH Student Assembly	Diversity Leadership Council (DLC)
Canton Community Association	Community Impact Internships Program Students, Peer Mentors Only (Homewood)	DLC – Campus Security and Community Engagement Subcommittees
CARE Community Association	Diverse Sexuality and Gender Alliance (Homewood)	Hopkins Familia (Johns Hopkins Medicine)
Central Baltimore Partnership	Graduate Representative Organization (Homewood)	Spectrum Diversity and Inclusion (Homewood)

Appendix K

List of Community, Student, and Faculty/Staff Organizations With Which Johns Hopkins Leadership Engaged *(sometimes as a group, sometimes with representatives)*

Community Associations	Student Organizations	Faculty/Staff Organizations
Charles Village Community Benefits District	Interfaith Council	Women Faculty Forum
Charles Village Civic Association	Graduate Student Association (SOM)	The Latino Alliance
Eastern District Community Council	Interfraternity, Intercultural, and Panhellenic Councils (Homewood undergraduates)	Homewood Student Experience Meeting
Greater Greektown Neighborhood Alliance	Latino Public Health Network (Nuestra America)	Homewood Student Experience Meeting
Greater Remington Improvement Association	Medical Student Senate (SOM)	Sexual Violence Advisory Committee
Harwood Community Association	Multicultural Leadership Council	University Student Affairs Strategy and Planning Committee
Historic East Baltimore Community Action Coalition	News-Letter	
Homewood Student Experience Meeting	School of Nursing LatinX Chapter	
McElderry Park Community Association	SON Student Senate Exec Board	

Appendix K

List of Community, Student, and Faculty/Staff Organizations With Which Johns Hopkins Leadership Engaged *(sometimes as a group, sometimes with representatives)*

Community Associations	Student Organizations	Faculty/Staff Organizations
New Broadway East Community Association	Student Organization Council (Peabody)	
Midtown Community Benefits District	Student Government Association Homewood	
Mt. Vernon Belvedere Association	Student National Medical Association	
Oakenshawe Improvement Association	Students for a Positive Academic partnership with the East Baltimore Community	
Oliver Community Association	Student Outreach Resource Center staff (SOM, SON, BSPH)	
Tuscany Canterbury Neighborhood Association		
Upper Fells Point Community Association		
Washington Hill Community Association		
Waverly Improvement Association		
Wyman Park Community Association		

Appendix L

From: President Daniels and Dean Rothman <jhucommunications@johnshopkins.edu>
Sent: Monday, October 15, 2018 5:05 PM
To: [REDACTED]
Subject: Opportunities for dialogue about the future of JHU security

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Dear Johns Hopkins Students, Faculty, Staff, and Neighbors:

In March of this year—following a sustained increase in armed robberies and other criminal activity on and around our Baltimore campuses—Johns Hopkins sought the enactment of state legislation on an urgent basis that would have allowed us to add a sworn police unit to our current security operation, with powers and responsibilities similar to those of other universities in Baltimore and across the country.

This legislation was met with intense interest on and off campus, and we and the legislature decided that the proposal needed a more comprehensive and deliberative discussion with members of our community and surrounding neighborhoods.

While there was broad agreement that the level of crime around our campuses and across our city is untenable, there was less consensus on how this threat should be addressed. Many of those we heard from appreciated Hopkins' willingness to take on added responsibility and cost in order to enhance the protection of our campuses and nearby communities, particularly given the challenges facing the Baltimore Police Department (BPD). Others were concerned that Hopkins might become too closely affiliated with the BPD and expressed a general distrust of police, particularly with regard to bias or profiling. Some shared negative experiences with our current security personnel that needed to be addressed. And some were concerned this effort might cause us to pull back on our university's commitment to support efforts to address the root causes of violence in our city.

All of these perspectives are legitimate and deserving of further clarification, debate, and discussion. In fact, the common theme across all of the feedback we received was the desire to learn more about the options and best practices for improving safety and to have greater input in the university's decision-making.

In that spirit, we recently restarted informal conversations with students, faculty, staff, neighbors, and city leaders. We also want to share with you a number of upcoming [opportunities for dialogue and engagement](#), including:

- A discussion series on policing with local and national experts;
- Open forums for dialogue with university leaders;
- Web posting of events and information; and
- An [online comment box](#) to send input or request meetings.

Appendix L

Crime has not abated since last year, and we have not wavered in our belief that Hopkins must take steps to augment our capacity to protect our campuses and surrounding areas. Establishing a model university police unit that sets the bar for constitutional and accountable policing remains one of the most promising options we see. But there are a number of approaches that peer universities have taken, and we are actively looking for and open to alternative models and solutions.

Our objective in doing so is this: To explore options for augmenting our current security operation so that we can respond as effectively as possible, 24-7, to the crime we face locally, and the threat of active shooter incidents we see nationally—and to ensure that every step we take is driven by the values of this institution and the community at large, and shaped by the input of the Hopkins community and our neighbors.

Here's how you can participate in this important dialogue:

- **Discussion Series.** Our first event will be a public panel discussion on the current landscape in university policing on October 29 at the Schafner Auditorium on the Homewood campus. This will be followed by events to discuss topics such as constitutional and community policing, law enforcement accountability, public safety training and technology, and understanding and addressing the root causes of crime.
- **Open Forums.** Public events with university leaders will include forums in Charles Village on November 13 at the 29th Street Community Center and in East Baltimore on November 26 at HEBAC (Historic East Baltimore Community Action Coalition).
- **Small Group Meetings.** University leaders and security personnel have scheduled small group meetings through the fall with a broad range of student, faculty, and community organizations, and would welcome the opportunity to meet with others upon request.
- **Information and Materials.** A [dedicated website](#) will be updated regularly to include applicable research and crime data, draft proposals, and documentation of the feedback and recommendations we receive in meetings and forums.

It is our expectation that these multiple avenues for discussion and input will allow us to fully examine relevant research, consider the pros and cons of security models adopted by other universities, and gain a deeper understanding of the concerns that have been raised and how best to address them. We are mindful of the pressing nature of the security issues we currently face, and therefore are committed to preparing and circulating by early 2019 a full report on our consultations and to proposing a path forward.

We look forward to hearing from you and hope to see you at one of the upcoming meetings.

Sincerely,

Ronald J. Daniels
President

Paul B. Rothman
Dean of the Medical Faculty
CEO, Johns Hopkins Medicine

JOIN THE CONVERSATION



Exploring the Future of Johns Hopkins Security

Please join the conversation as Johns Hopkins considers how to improve its safety and security operations.

Discussion Series: The Challenges of 21st Century Policing

Session 1: Current Landscape of University Policing

Monday, Oct. 29, 6 p.m., Homewood Campus

Session 2: Constitutional Policing and Police Accountability

Friday, Nov. 9, 11 a.m. Johns Hopkins Hospital

Session 3: Root Causes of Crime and Solution-Oriented Strategies—A Public Health Perspective

Date and location: TBD

Open Forums

Community Forum 1: Homewood Area
Tuesday, Nov. 13, 6 p.m., 29th Street Community Center

Community Forum 2: East Baltimore
Monday, Nov. 26, 6 p.m.
Weinberg Community Center

Small Group Campus and Neighborhood Meetings

30+ scheduled to date. Please use the online feedback form at PublicSafetyInitiatives.jhu.edu to schedule a meeting for your organization.

Online Feedback and Information

Visit PublicSafetyInitiatives.jhu.edu to share your feedback and find other information.

All events are open to students, faculty, staff and community members. Most will be live-streamed, and videos will be archived at **PublicSafetyInitiatives.jhu.edu**. During a livestream, you may submit questions to jhulive@jhu.edu.

Appendix N

Current Landscape of University Policing

Bloomberg Center for Physics and Astronomy, Norman I. Schafler Auditorium

October 29, 2018 6:00PM-8:00PM

MODERATOR



Dr. Lawrence Jackson is the Bloomberg Distinguished Professor of English and History at Johns Hopkins University. He is the author of *My Father's Name: A Black Virginia Family after the Civil War* (Chicago 2012), *The Indignant Generation: A Narrative History of African American Writers and Critics* (Princeton 2010) and *Ralph Ellison: Emergence of Genius, 1913-1952* (Wiley 2002).

Two of his books have been finalists for the Hurston-Wright Prize and *The Indignant Generation* won the

2011 William Sanders Scarborough Prize from the Modern Language Association and the Black Caucus of the American Library Association 2012 award for non-fiction. *Harper's Magazine*, *N+1*, *New York Times Book Review*, *Los Angeles Review of Books*, *Baltimore Magazine*, *New England Quarterly*, *Massachusetts Review*, *Antioch Review*, *Washington Post*, *American Literature*, *American Literary History* and *Best American Essays* have published his criticism and non-fiction.

Professor Jackson earned a PhD in English and American literature at Stanford University, and has held fellowships from the National Humanities Center, the W.E.B. Du Bois Institute at Harvard University, the Stanford Humanities Center, the Ford Foundation, and the William J. Fulbright program at the Council for International Exchange of Scholars. He began his teaching career at Howard University in 1997. Professor Jackson's biography of Chester Himes was published by W.W. Norton in July 2017.

PANELISTS



Dr. Cedric L. Alexander serves as the Chief Operating Officer for the City of Rochester and has oversight of many departments.

Prior to being appointed as Deputy Mayor, he was appointed as Chief of Police for the DeKalb County Police Department in April 2013, and in December 2013, as the Deputy Chief Operating Officer in the Office of Public Safety he was responsible for the DeKalb County Police/Fire Department, Medical Examiner's Office, and Animal Services as well as 911 Communications.

Prior to joining the DeKalb County Police Department, Dr. Alexander was appointed by the Transportation Security Administration as the Federal Security

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Director (FSD) for Dallas/Fort Worth International Airport (DFW), the third busiest airport in the world, in September 2007.

Before joining TSA, Dr. Alexander served as the Deputy Commissioner for the Office of Criminal Justice at the New York State Division of Criminal Justice Services in Albany, New York. From 2002 – 2005, he served as Rochester’s Police Chief and Deputy Chief under Mayor William A. Johnson Jr.

In 1992 Dr. Alexander chose to pursue a doctoral degree in clinical psychology from Wright State University, Dayton Ohio. Further academic training includes: a clinical psychology internship at the University of Miami/ Jackson Memorial Medical Center, Postdoctoral Training at the University of Rochester School of Medicine/ Department of Psychiatry in Rochester, New York and Leadership Training at Cornell University. Currently, Dr. Alexander is a clinical professor at the University of Rochester Medical Center, Department of Psychiatry.

Dr. Alexander served on numerous community boards and civic organizations in upstate New York. He is currently serving as Past President of the National Organization of Black Law Enforcement Executives (NOBLE); and he also holds a membership with the International Association of Chiefs of Police (IACP). Dr. Alexander is also a member of the Federal Investigation (FBI) National Academy Training Committee.

While serving on President Barack Obama’s Task Force on 21st Century Policing, in March of 2015, he met with the President to discuss the 21st Century Task Force Report that contained recommendations on how to enhance and improve community-police relations.



Leonard Hamm is the Director of Public Safety at Coppin State University, as well as a frequent speaker within the local community. He is a former leader of the 13th largest police agency in the country, where he served the department for over 40 years.

Chief Hamm grew up in Baltimore’s Cherry Hill neighborhood, and attended the renowned Baltimore City College High School. He later became the first African American to command the Central District at the Baltimore Police Department.

He holds a number of certifications and has been published in multiple journals and magazines within the public safety arena. His latest book is entitled *Hamm Rules*.

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Sue Riseling, serves as Executive Director for the International Association of Campus Law Enforcement Administrators (IACLEA)

Ms. Riseling leads IACLEA with over 4,100 members in 15 countries. E.D. Riseling retired from UW-Madison as the Associate Vice Chancellor and Chief of Police in August of 2016. She held the UW-Madison position for 25 years. During her time at UW-Madison Chief Riseling was an IACP Vice President. The IACP is the world's largest police leadership organization with close to 30,000 members in 120 countries.

Ms. Riseling is the Past President of the Dane County Chiefs of Police, the Wisconsin Chiefs of Police Association and the first woman and first University Police Chief to hold that particular position. She is the Past President and founder of the National Association of Women Law Enforcement Executives. In 2003 Sue was awarded the Motorola Law Enforcement Executive of the Year. In 2015, the UW-Madison bestowed the Chancellor's Award to Sue for her work serving students, staff and faculty. She was awarded the Police Executive Research Forum prestigious Leadership Award in June of 2017 and in July of 2017 she was honored to receive "The Woman of the Year for Philanthropy" from the United Way.

In 2013 Ms. Riseling's first book "A View From the Interior – Policing the Protests at the Wisconsin State Capitol" was published. The book was awarded the Midwest book of the year.



Maureen S. Rush is the Vice President for Public Safety and Superintendent of the Penn Police Department. Ms. Rush joined the Division of Public Safety in 1994 as the Director of Victim Support & Special Services. Ms. Rush then served as the Chief of the Penn Police Department from 1996 through 2000. She was appointed Vice President for Public Safety at the University of Pennsylvania in 2000. As the CEO of the agency her duties include directing the tactical and strategic focus of the Division of Public Safety and all aspects of Law Enforcement, Safety and Security Technology, and Emergency Preparedness. She is responsible for managing a budget of over \$38 million dollars and encompassing eight departments totaling 181 Penn employees and over 550

Allied Universal Security Officers. The Division of Public Safety is responsible for all Emergency

With 120 police officers, the Penn Police Department is the largest private police department in the state of Pennsylvania. In March 2001, the Penn Police Department was awarded national accreditation from the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), thereby, becoming the first nationally accredited campus police agency within the Commonwealth of Pennsylvania. In 2016, Ms. Rush received the Egon Bittner Award for Excellence in Leadership of a CALEA Accredited Law Enforcement Agency for 15 consecutive years.

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Prior to coming to the University of Pennsylvania, Ms. Rush had a distinguished eighteen-year law enforcement career with the Philadelphia Police Department from 1976 through 1994. Ms. Rush served in various positions, namely: the Patrol Division, the Anti-Crime Unit, the Narcotics Unit, and the Training Bureau. In 1976, Ms. Rush was one of the first 100 women police officers hired to serve the City of Philadelphia on “street patrol” in a pilot program directed by the United States Department of Justice. Women now comprise twenty-five percent of the Philadelphia Police Department, with approximately 1,650 officers, as a result of that successful pilot program.

Under Ms. Rush's leadership, the University of Pennsylvania's Division of Public Safety was recognized as the number one Public Safety in the Higher Education vertical market, as ranked by Security Magazine's Security 500 Survey for 11 years in a row.

Ms. Rush holds a M.S. degree from the University of Pennsylvania in Organizational Dynamics. She has also completed the John F. Kennedy School of Government, the Northwestern School of Staff & Command and the FBI's Law Enforcement Executive Development Program. In 2004, Ms. Rush completed a year-long program with Philadelphia Leadership, Inc. a regional leadership think tank and during the same year, earned a Certified Protection Professional (CPP) certification from the American Society for Industrial Security (ASIS) International Professional Certification Board. In 2009 Ms. Rush completed a Security Executive certification program sponsored by the University of Pennsylvania's Wharton School and the American Society for Industrial Security (ASIS). Ms. Rush is a Fellow with the University of Pennsylvania's Fox Leadership Program within the School of Arts and Sciences.

Constitutional Policing and Police Accountability

Hurd Hall, Johns Hopkins Hospital

Friday, November 9, 2018 11:00AM-1:00PM

MODERATOR



Daniel W. Webster, ScD, MPH is Professor of Health Policy and Management at the Johns Hopkins Bloomberg School of Public Health. Dr. Webster is Director of the Johns Hopkins Center for Gun Policy and Research and Co-Director of the Johns Hopkins Center for the Prevention of Youth Violence. He leads the Johns Hopkins-Baltimore Collaborative for Violence Reduction and holds a joint appointment as Professor in the School of Education's Division of Public Safety Leadership at Johns Hopkins.

Dr. Webster is one of the nation's leading experts on firearm policy and the prevention of gun violence. He is co-editor and contributor to *Reducing Gun Violence in America: Informing Policy with Evidence and Analysis* (JHU Press, 2013). He has published numerous articles on firearm policy, the prevention of gun violence, intimate partner violence, and youth violence prevention. He has studied the effects of a variety of violence prevention interventions including firearm and alcohol policies, policing strategies, street outreach and conflict mediation, and school-based curricula. Dr. Webster teaches *Understanding and Preventing Violence* and *Graduate Seminar in Injury Research and Policy*.

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PANELISTS



Nancy La Vigne is vice president for justice policy at the Urban Institute. She publishes research on prisoner reentry, criminal justice technologies, crime prevention, policing, and the spatial analysis of crime and criminal behavior. Her work appears in scholarly journals and practitioner publications and has made her a sought-after spokesperson on related subjects.

Before being appointed vice president, La Vigne was a senior research associate at Urban, directing groundbreaking research on prisoner reentry. Before joining Urban, La Vigne was founding director of the Crime Mapping Research Center at the National Institute of Justice. She later was special assistant to the assistant attorney general for the Office of Justice Programs within the US Department of Justice. She has also been research director for the Texas sentencing commission, research fellow at the Police Executive Research Forum, and consultant to the National Council on Crime and Delinquency.

La Vigne was executive director for the bipartisan Charles Colson Task Force on Federal Corrections Reform and was founding chair of the Crime and Justice Research Alliance. She served on the board of directors for the Consortium of Social Science Associations from 2015 through 2018. She has testified before Congress and has been featured on NPR and in the *Atlantic*, *New York Times*, *Washington Post*, and *Chicago Tribune*.

La Vigne holds a BA in government and economics from Smith College, an MA in public affairs from the LBJ School at the University of Texas at Austin, and a PhD in criminal justice from Rutgers University.



Christy E. Lopez is a Distinguished Visitor from Practice at Georgetown University Law Center, where she teaches courses on police reform and criminal justice. She also co-leads Georgetown's Program on Innovative Policing, which in 2017 launched the Police for Tomorrow Fellowship. From 2010-2017, Professor Lopez served as a Deputy Chief in the Special Litigation Section of the Civil Rights Division at the U.S. Department of Justice. She led the Section's Police Practice Group, which conducted pattern-or-practice investigations of police departments and other law enforcement agencies; litigated related cases; and negotiated and implemented police reform settlement agreements. She also helped coordinate the Department's broader efforts to ensure constitutional policing.

While with the U.S. Department of Justice, Ms. Lopez led civil rights investigations of many law enforcement agencies, including the Ferguson Police Department. She was a primary drafter of the Ferguson Report and negotiator of the Ferguson consent decree. She also led investigations of the Chicago Police Department, the New Orleans Police Department, the Los Angeles Sheriff's Department, the Newark (New Jersey) Police Department, and the Missoula, Montana police department, campus police, and prosecutor's office.

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Professor Lopez received her J.D. from Yale Law School and her undergraduate degree from the University of California at Riverside.



Vesla Weaver (Phd, Harvard, Government and Social Policy) is the Bloomberg Distinguished Associate Professor of Political Science and Sociology at Johns Hopkins University and a 2016-17 Andrew Carnegie Fellow. She has contributed to scholarly debates around the persistence of racial inequality, colorism in the United States, the causes and consequences of the dramatic rise in prisons, and the consequences of rising economic polarization.

Despite being advised that punishment was not a core concern of political science during her early years as a graduate student, Weaver argued that punishment and surveillance was central to American citizenship in the modern era, played a major role in the post-war expansion of state institutions, was a key aspect of how mostly disadvantaged citizens interact with government, and was a political “frontlash” to make an end-run around civil rights advances. Authoring the first article in nearly two decades on the topic of punishment to be published in her discipline’s top journal, she shortly thereafter published an award-winning book with Amy Lerman, *Arresting Citizenship: The Democratic Consequences of American Crime Control*, the first large-scale empirical study of what the tectonic shifts in incarceration and policing meant for political and civic life in communities where it was concentrated.

Weaver is also the co-author of *Creating a New Racial Order: How Immigration, Multiracialism, Genomics, and the Young Can Remake Race in America* (with J. Hochschild and T. Burch). Her research has been supported by fellowships from the Russell Sage Foundation, National Science Foundation, the Ford Foundation, and the Brookings Institution. She has served on the Harvard/NIJ Executive Session on Community Corrections, the APSA Presidential Taskforce on Racial Inequality in the Americas, and the Center for Community Change’s Good Jobs for All initiative and has written in the *New York Times*, *Boston Review*, *Marshall Project*, and *Slate*. She is at work on a new project that will map patterns of citizenship and governance across cities and neighborhoods called the *Faces of American Democracy* using an innovative technology that creates digital ‘wormholes’ called Portals.

Appendix N

Root Causes of Crime and Solution-Oriented Strategies – A Public Health Perspective

Bunting Meyerhoff Interfaith and Community Center

December 5, 2018 1:00PM-3:00PM

MODERATOR



Lisa A. Cooper is a Bloomberg Distinguished Professor at Johns Hopkins University School of Medicine and Bloomberg School of Public Health. She is also the James F. Fries Professor of Medicine in the Division of General Internal Medicine and a core faculty member in the Welch Center for Prevention, Epidemiology, and Clinical Research, and she holds a joint appointment in the School of Nursing. Dr. Cooper was born in Liberia, West Africa, where she witnessed the effects of social deprivation on the health of many of her fellow citizens and developed the passion for her career in medicine and public health.

A general internist, social epidemiologist, and health services researcher, Dr. Cooper was one of the first scientists to document disparities in the quality of relationships between physicians and patients from socially at-risk groups. She then designed innovative interventions targeting physicians' communication skills, patients' self-management skills, and healthcare organizations' ability to address needs of populations experiencing health disparities. She is the author of over 180 publications and has been the principal investigator of more than 15 federal and private foundation grants. She has also been a devoted mentor to more than 60 individuals seeking careers in medicine, nursing, and public health.

Currently, Dr. Cooper directs The Johns Hopkins Center for Health Equity, where she and her transdisciplinary team work with stakeholders from healthcare and the community to implement rigorous clinical trials, identifying interventions that alleviate racial and income disparities in social determinants and health outcomes. The Center also provides training to a new generation of health equity scholars and advocates for social change with policymakers.

A compassionate physician, prolific researcher, and devoted mentor, Dr. Cooper has received several honors for her pioneering work. These include a prestigious 2007 MacArthur Fellowship, elected membership in the National Academy of Medicine, the American Society for Clinical Investigation, the Association of American Physicians, and Delta Omega Public Health Honor Society. She has been listed on Thomson Reuters' top 1 percent "most cited" list for Social Sciences several times. Dr. Cooper has received the George Engel Award from the American Academy on Communication in Healthcare, the James D. Bruce Memorial Award for Distinguished Contributions to Preventive Medicine from the American College of Physicians, the Herbert Nickens Award from the American Association of Medical Colleges for outstanding contributions to promoting social justice in medical education and health care equity, and the Helen Rodriguez-Trias Social Justice Award from the American Public Health Association.

In 2011, Dr. Cooper was appointed by Governor Martin O'Malley to the Maryland Health Care Quality and Costs Council where a special workgroup on disparities made recommendations leading to the passage of the Maryland Health Improvement and Disparities Reduction Act of 2012. She has testified at U.S. Congressional hearings regarding health disparities, diversity in the healthcare workforce, cultural competency training of health professionals, and funding for biomedical research.

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Dr. Cooper received her B.A. in Chemistry from Emory University and her M.D. from the University of North Carolina at Chapel Hill. She completed her internship and residency in Internal Medicine at the University of Maryland Medical Center. She received her M.P.H. from the Johns Hopkins Bloomberg School of Public Health while completing a postdoctoral fellowship in general internal medicine at the Johns Hopkins School of Medicine.

PANELISTS



Erricka Bridgeford directs Baltimore Ceasefire, a community based organization that organizes ceasefire weekends and other community outreach, advocacy, and life-affirming events in Baltimore around reducing gun violence. She previously served as director of training for the Baltimore Community Mediation Center and started a program to provide prison inmates with mediation training.

She has been an activist to repeal the death penalty in Maryland and a proponent of funding for programs that support survivors of homicide victims. She has been on the leadership team of the

300 Men March Movement and coordinated community activism for Baltimore Girls, and she was recognized as 2017's Marylander of the Year by the *Baltimore Sun*.



Jens Ludwig is the McCormick Foundation Professor of Public Policy at the University of Chicago, co-director of the National Bureau of Economic Research's working group on the economics of crime, and director of the University of Chicago Crime Lab, which he helped found 10 years ago to work closely with local government agencies to reduce both crime and the harms of the criminal justice system. Crime Lab research has helped inform a number of policy decisions in the cities of Chicago and New York, among others, and was credited by the Washington Post as one of the motivating factors behind President Obama's My Brother's Keeper initiative.

Crime Lab projects have been featured in national news outlets such as the New York Times, Wall Street Journal, NPR and PBS News Hour; the Crime Lab is also a past recipient of a \$1 million MacArthur Award for Creative and Effective Institutions, the organizational equivalent of the foundation's "genius prize" for individuals. Ludwig serves on the editorial board of the American Economic Review, is a member of the National Academy of Sciences Committee on the Neurobiological and Socio-behavioral Science of Adolescent Development and Its Applications, and is an elected member of the National Academy of Medicine.

Appendix N



John A. Rich is Professor and former Chair of the Department of Health Management and Policy at the Drexel Dornsife University School of Public Health. He is also the Co-Director of the Drexel Center for Nonviolence and Justice, a multidisciplinary effort to address violence and trauma to improve physical and mental health. Dr. Rich's work has focused on issues of urban violence and trauma, health disparities, particularly as they affect the health of men of color. Dr. Rich is also an expert in qualitative research methods and narrative analysis. In 2006, Dr. Rich was awarded a prestigious MacArthur "Genius" Fellowship. In awarding this distinction, the Foundation cited his work to design "new models of health care that stretch across the boundaries of public health, education, social service, and justice systems to engage young men in caring for themselves and their peers."

Prior to joining Drexel University, Dr. Rich served as the Medical Director of the Boston Public Health Commission where he led the city's initiatives on Men's Health, Cancer, Cardiovascular Health and Health Disparities. As a primary care doctor at Boston Medical Center, he created the Young Men's Health Clinic and initiated the Boston HealthCREW, a program to train inner city young men as peer health educators. His book about urban violence titled *Wrong Place, Wrong Time: Trauma and Violence in the Lives of Young Black Men* (The Johns Hopkins University Press, 2009) has drawn critical acclaim.

Dr. Rich earned his A.B. degree in English from Dartmouth College, his M.D. from Duke University School of Medicine, and his M.P.H. from the Harvard School of Public Health. He completed his internship and residency in primary care internal medicine at the Massachusetts General Hospital in Boston, and a fellowship in general internal medicine at the Harvard Medical School. In 2009, Dr. Rich was elected to the National Academy of Medicine of the National Academy of Sciences. He currently serves on several boards including the Philadelphia Board of Health and the Board on Population Health of the National Academy of Medicine. He previously served on the Board of Trustees for Dartmouth College from 2008-2016.



Carla Shedd is Associate Professor of Sociology & Urban Education at The Graduate Center, City University of New York (CUNY) whose research and teaching focus on: crime and criminal justice; race and ethnicity; law and society; social inequality; and urban policy. Dr. Shedd's first book, *Unequal City: Race, Schools, and Perceptions of Injustice* (Russell Sage, 2015), is the winner of multiple academic awards, including the prestigious C. Wright Mills Award given to the top book in sociology on the topic of social inequality. *Unequal City* examines the symbiosis between public school systems and the criminal justice system, specifically highlighting the racially stratified social and physical terrain youth traverse between home and school in Chicago.

Dr. Shedd's second book project, *When Protection and Punishment Collide: America's Juvenile Court System and the Carceral Continuum*, draws on her one-of-a-kind empirical data to interrogate how NYC schools and juvenile justice courts deftly intertwine the contexts of urban schools, urban neighborhoods, and juvenile justice courts, in this dynamic moment of NYC public policy shifts

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(e.g., school choice, educational segregation/stratification, “Raise the Age,” and “Close Rikers.”).



James (JT) Timpson is the Director of Youth Work and Crisis Intervention for Roca Baltimore. In his last role as Liaison Officer for Safe Streets Baltimore he was responsible for providing oversight and technical assistance to the directors of five community Safe Streets sites. JT is the former Site Director for Safe Streets Park Heights in Baltimore.

While Director, JT led a staff of six Outreach Workers/Violence Interrupters in preventing and reducing homicides in Baltimore’s Northwest District. Prior to joining Safe Streets, JT worked in the Mayor’s Office of Baltimore City for over 12 years in different capacities, such as Assistant Director of The Mayor’s Office of Employment Development’s Re-Entry Center. There the focus of his work was helping ex-offenders transition back into society. In his last position as an Investigator for The Mayor’s Office on CitiStat, he was responsible for improving the quality of life for the citizens of Baltimore by responding to complaints and ensuring they were resolved in a timely fashion.

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2018 JHU Gallup Survey: Verbatim Comments Regarding Security Concerns

This report captures the verbatim comments from the 2018 Gallup survey for the verbatim questions that had specific comments that mentioned security and/or safety concerns. There were two different verbatim questions asked of all staff (except SOM), and one verbatim question asked of staff from SOM.

Note: Comments were copied directly as written, and only content not related to security concerns were removed.

Verbatim Question 1: Please add any comments about your engagement at Hopkins here (all Divisions except SOM):

1	Security is lacking around the East Baltimore campus. There have been multiple OD's right in front office buildings. We are constantly harrassed for money from the homeless and druggies that hang around the area. Security seems to have a policy of not getting involve to move them along or care if we are harrass. The homeless will sleep on the sidewalks, alcoves and doorways. There is a lack of security in the area because they seem to prefer to hide in booths or visit their friends in other buildings. If another security officer report that someone is not doing their job, the that person is label a squealer and is treated bad by all. If supervisors do their jobs then I would not be catching security on cell phones, surfing the internet and sleeping on the job. Their is no reason for this happing. We are prisoners in our office building.
2	Although the security is very present, I would feel more safe if I were not approached for money when walking to the garage. Some peddlers are very scary, even when I've given food, they are not very nice.
3	I'm concerned with how much crime has encroached upon the medical campus.
4	Safety is important but there are many times that I do not feel safe coming to or leaving work. The guards do not pay attention to what is going on around them. Most of the employees in my office do respect each other but there is always one who is so disrespectful that it brings down moral in the office
5	The question "I feel safe in my work environment" was answered previously in regards to the actual office space that I work in. If the question were to include the entir environment (B City), then my answer would change to a "1", as I do not feel safe in the City. More of a real security presence is needed JH-wide.
6	At my office we are forced to park on the street in a nearby neighborhood. Sometimes I feel unsafe walking alone.
7	While I feel safe in the School's buildings, I struggle to feel safe walking around campus. I wish more could be done to improve community safety for our employees and students.
8	Safety outside of the buildings but on campus is a problem.
9	Hopkins definitely needs to advanced security. I do not feel safe at the east Baltimore campus.
10	Hopkins is a great place to work. Also we need more security around the campus.
11	I believe Hopkins is an extraordinary place to work and go to school. So many opportunities to learn, grow, be educated, and interact with the community.. If there was

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	a shuttle that came closer to my building, perhaps I could do more things at the other campuses. But I'm not really trying to walk far around here because of the crime that occurs frequently in broad daylight.
12	I feel safe in the building, but we get at least 2 notifications per month about people being robbed in and around our campus. This is a bastion of hyper-educated, well-off people in an area that's struggling, but it's disturbing that we are not safe outside, even during daylight hours.
13	Re: safety in E. Balt? We get Corporate Security emails every time something happens (sometimes multiple times a day). Complaints to security about beggars only yields shrugs. Also, the stickers (prohibiting weapons on campus) is clearly just legal.

Verbatim Question 2: Please add any comments about your engagement at Hopkins here (SOM Only):

1	For the question "Do you feel safe in your work environment?" I answered 3 out of 5. The reason for this is not that I feel unsafe while I'm at work inside a building but walking between buildings and the entire area surrounding work is extremely unsafe.
2	I wrote I do not feel safe at the Hopkins east Baltimore campus and that the community is not understood or trusted
3	I have serious concerns about safety (walking to and from the garage). I should not have to request an escort. I feel that security should be in the booths at all times.
4	I have felt increasingly unsafe traveling to and from and being at Hopkins during the day. Security has had little effect on slowing down the on-campus crimes and assaults.
5	Safety in the community around Hopkins is a constant issue and I am often scared to go outside.
6	I do not feel that the campus is safe. There are very few security guards on the street. They do not pay any attention to the area surrounding them and are rarely at their stations. Those that work at the desks in the buildings do a poor job checking for identification; most times they do not even look at you to even see if you have an ID. The East Baltimore campus is surrounded by a dangerous neighborhood and patients and employees should feel secure.
7	I do not feel safe in my office. The reason that I say this is because there is no security in our buildings during the day, also, we are not given the same learning opportunities as the Hospital. For example we should have active shooter drills for our office, not only take a mylearning course.
8	I feel unsafe here, if there was a fire I would not know as there is no alarm in my office or within adequate earshot
9	Do not like working on the East Baltimore campus due to the surrounding community and crime. I feel it is not a safe environment.
10	I do not feel safe walking down monument street by the market and across from the bank. Honestly, I hate walking around at hopkins, and I have to every day. Who knows how many guys I pass who have a knife or gun hidden.

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11	I do not feel safe or protected while walking on the East Baltimore Medical Campus. I feel safe in the Buildings but on the street I don't feel personally protected.
12	Concern about safety at work has more to do with the population we serve than anything else. Unfortunately, the surrounding neighborhoods are not safe but I feel strongly that our organization is addressing the issue as best they can.
13	I hate going to Hopkins because crime has gotten so bad, and we cannot defend ourselves. This is one reason why I'm considering leaving.
14	I would like to get a discount on the parking here on campus. the neighborhoods surrounding the east Baltimore campus are not safe to walk alone after the sun sets and sometimes during the daylight. we must pay for parking for our physical safety. the cost rises each year but my salary does not rise to compete with the cost of parking for safety. I think that the administration could consider a cost reduction for parking or a capped price for parking for staff member's that have worked in the east Baltimore location for more that 10 years? some type of relief, please?
15	Higher pay, more state of the art cameras available to all locations (including satellites)
16	Campus safety is at it's worst. No longer is it an inviting, pleasant, clean environment to work in or visit. It appears to many that the leadership is much more engaged with and concerned about the well fare of the local community than it's employees, which is too bad.
17	We need more security when walking to our cars especially when it is dark or shuttles could can come more frequently.
18	Why is the parking lot cost so high for employees? there is a safety issue in this area.

Verbatim Question 3: How can Hopkins work to successfully meet the needs of the staff and community in ways that are inclusive for all? (All divisions except SOM)

1	Security needs to make more of a presence around campus to cut back on crime
2	Environment security for staff on the street to the parking garages/shuttle bus stop/metro station.
3	Safety is a very SERIOUS concern and at the very least, Hopkins could provide a stipend or contribute to the very costly parking to incentivize working in such a dangerous work environment.
4	Increased security and better parking options
5	University Police Force
6	I do not feel safe in my work environment. I feel as though Security should take a more active part in the not only the students but the employees safety.
7	There is currently a lot of crime in the nearby areas. I think that Hopkins is making steps to get that under better control. I believe that is essential to keep Hopkins as a top tier workplace and teaching institution.
8	Provide the means for safe streets around the campus
9	I want to feel safe at work.
10	A better job needs to be done by Hopkins and local law enforcement in regards to the amount of robberies that happen almost weekly on site. Self defense classes should be offered to employees and students. E-Force Defensive Tactics, LLC is a great local and affordable business that would be helpful. They can be found on Facebook.
11	I would like to see armed police on the campus of jhu.

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12	more security
13	The way to the office from the parking area is too scary early in the morning(when outside is dark). I want more security near the parking area and streets.
14	Support local residents instead of policing and displacing them. I feel the most unsafe around the university premises because I know many residents have very legitimate reasons for disapproving of Hopkins' actions. It's what makes me the most upset about working at Hopkins
15	I think Hopkins already done a lot to successfully meet the needs of the staff and community in ways, if really need to think one, i believe if safety get improve more, that will be appreciated.
16	Stricter security measures

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ISSUE PAPER

Recruiting, Hiring and Training of JHPD Officers

Johns Hopkins University & Medicine ("Johns Hopkins") is exploring creating an independent, professional police department to augment its existing safety and security operation. Currently, the majority of our campus public safety contingent serves to help deter crime by observing and reporting urgent needs, but lacks the capacity to intervene in unfolding crimes.

Creating a Johns Hopkins Police Department (JHPD) would allow the university to build a campus public safety contingent that can provide more visible deterrence and respond more quickly and effectively to crimes and campus-specific threats like active shooter incidents. A sworn police department would be able to stop and arrest persons engaged in crimes on Johns Hopkins properties, use lights and sirens, access law enforcement data bases, and communicate with local law enforcement through shared radio frequencies. It would also afford Johns Hopkins a trained police contingent that is prepared to meet the unique needs of a university community, all in coordination with city, state and federal law enforcement partners.

We see this as a critical and unique opportunity to build a model university police department that reflects contemporary best practices in community policing, and upholds in every way the core values of our institution – including an unwavering commitment to equity and inclusion, a deep respect for freedom of expression, and a meaningful connection to our neighbors – undergirded by our commitment to transparency and accountability.

Core Institutional Values Informing JHPD Approach to Recruiting, Hiring, and Training

Johns Hopkins' commitment to excellence is reflected first and foremost in the rigorous standards it maintains in recruiting, hiring, and training of its employees. We are highly selective in who we hire, and seek out as employees persons who have the expertise and maturity to advance our mission while upholding our core values, like diversity and inclusion.

Once hired, we expect each and every member of the University community to maintain the highest standards of integrity and ethical behavior and conduct, and avoid unethical actions and the appearance of unethical conduct. This expectation holds equally for their interactions with Hopkins affiliates and non-affiliates, on-duty and off-duty.

Lastly, as an institution founded to train scholars and clinicians, we are committed to a workforce that is highly and appropriately trained for the services it provides to others. This is especially the case for employees who are entrusted with others' health and safety. Just like we would not allow our surgeons to operate on patients without receiving high-quality initial training and continuing education in their specialty, we will not allow our police personnel to serve the community without receiving the same.

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Rationale for Recruiting, Hiring and Training General Orders for JHPD Employees

If authorized by the state, members of our security operation would be entrusted with police powers that include the authority to interfere with others' freedoms, whether it be by stopping them on the street for questioning (based on reasonable articulable suspicion), searching their belongings and detaining them (based on probable cause), or in rare cases using force against them to affect an arrest (based on probable cause). These powers cannot be exercised lightly; every use has potentially significant and long-term consequences for the citizen involved. Accordingly it is critically important that we have policies and procedures to ensure we are identifying and hiring JHPD candidates who are up to weighty responsibilities of their role; training them to serve the unique needs of the community in ways that maintain trust and avoid unnecessary confrontation; and holding them accountable when they violate our policies and procedures.

Best Practices that Will Be Adopted by the Johns Hopkins Police Department

The University has surveyed policies and general orders for recruiting, training, and hiring at municipal police departments, county police departments, and peer university police departments across the country, and has also consulted the work of leading research and advocacy organizations involved in policing, both from the law enforcement perspective and the citizen perspective. The following best practices are ones that uphold Johns Hopkins' core institutional values and therefore will be incorporated into the JHPD general orders for recruiting, hiring, and training:

Recruitment

Recruitment Plans

- Have an active recruitment campaign, including a strong Web presence and diversified advertising strategy, to ensure ability to attract a pool of the most highly qualified candidates;
- Ensure that the recruitment plan is informed by Johns Hopkins' equal opportunity statement, and that recruitment efforts seek diverse candidates across racial, gender, gender identity, and sexual orientation lines;
- Make efforts to recruit bilingual officers to assist with interactions with people for whom English is not their primary language;
- Where possible, recruit candidates who advance the Johns Hopkins' local hiring goals;
- Involve community members in the recruiting process for new officers, through targeted community outreach and solicitation of input

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Pay and Benefits

- Offer a mix of pay and benefits that is competitive with high-performing police departments and attractive to high-quality candidates;
- Make all JHPD positions eligible for Live Near Your Work grants;
- Make all JHPD positions eligible for tuition assistance for continuing education

Selection and Hiring

Initial Selection

- Solicit feedback from community members – through the Student Advisory Committee for Security and the broader community advisory group(s) – on qualities to look for when selecting new officers;
- To the extent permitted by law, prioritize candidates who have a demonstrated history of positive interactions with diverse groups;
- To the extent permitted by law, prioritize candidates with experience serving college-age populations and youth;
- Welcome candidates with non-law-enforcement backgrounds, e.g., persons currently working in public health or education;
- Mentor candidates through the application process, particularly applicants from underrepresented backgrounds;
- Require officer candidates to have either:
 - An associate's degree or equivalent – 60 college credits or 90 college quarter hours at the time of application and at least two years of full-time professional work experience; or
 - Three years of active duty military service with an honorable discharge; or
 - Three years of full-time law enforcement officer experience recognized by the JHPD e.g., work as a sworn government agent with full arrest powers

Screening

- Use job-related, nondiscriminatory, uniformly-applied rating criteria for evaluating officer candidates;
- Perform a pre-employment background investigation, criminal history investigation, and polygraph examination for each officer candidate;
- Perform a pre-employment medical examination for each officer candidate, conducted by a licensed medical practitioner;
- Perform a pre-employment psychological evaluation for each officer candidate, conducted by a licensed, doctoral-level psychologist or other mental health professional familiar with the research literature available on psychological testing for public safety positions;

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- Perform a pre-employment written examination of core competencies, including cultural competency;
- Perform pre-employment scenario-based testing, including scenarios involving treatment of vulnerable populations, such as children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others.

Hiring

- Newly hired officers will be placed on an 18-month probationary period that begins on the day that the officer receives provisional certification from the Maryland Police Training Commission. (Provisional certification occurs upon successful completion of a Maryland certified Police Training Academy; *see* Md. Code Ann., Public Safety § 3-209)

Training

In General

- Put officers through a high-quality officer training program, certified by the Maryland Police Training Commission, and managed by a Training Director with experience in adult learning techniques and background working in diverse law enforcement settings.
- Collaborate with Johns Hopkins faculty and the Chief Diversity Officer on curriculum development for specific JHPD trainings that would benefit from their research and expertise;
- Integrate the Baltimore community into JHPD training, as described below;
- Require regularized evaluation of the effectiveness of the officer training program through the accreditation and re-accreditation processes, along with MPTC review

Initial Classroom Training for Officers

- Require newly hired officers to complete the six-month Police Entrance Level Training Program administered by the Maryland Police Training Commission in Sykesville, Maryland, followed by three months of field training (see below);
- Where not already provided in the Police Entrance Level Training Program, require newly hired officers to complete training on the following topics:
 - Preventing racial profiling and combatting implicit bias (now [mandatory in Minnesota](#));
 - Cultural competence and LGBTQ competence;
 - Community policing, including understanding community expectations and reservations around policing in Baltimore;
 - Procedural justice in police-citizen interactions;
 - Active bystandership in policing (New Orleans PD [EPIC model](#));

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- De-escalation techniques, including effective communication with a person perceived to be creating a threat (e.g., integrating communications, assessment, and tactics (ICAT) training);
- Crisis intervention, including detecting behavior that calls for a medical and/or mental health intervention rather than a traditional law enforcement intervention;
- Collaborating with non-police University resources, like requesting assistance from the mental health practitioner on call;
- Trauma-informed practices for police-citizen contacts, including contacts with youth and victims of sexual assault;
- Understanding youth brain development, youth trauma, and the impacts of police interactions with youth;
- Alternatives to arrest, particularly for youth;
- Free expression in university environments;
- Clery Act and Title IX

Initial Field Training for Officers

- Require newly hired officers to work under the direction of a designated field training officer (FTO);
 - Each newly hired officer must complete a three-month FTO-supervised training, meeting specific training and performance criteria and passing an evaluation in order to serve as an officer;
- Require field training in the neighborhoods that the officers will serve, including introductions to community leaders;
 - Develop and maintain a contact list of all leaders within minority and immigrant communities in/near the patrol zones, so that they can be reached quickly during a time of crisis or when an action is about to occur that may be of concern to their particular community

Continuing Education for Officers

- Require each officer to complete 40 hours of annual in-service training approved by the MPTSC (per COMAR 12.04.01.12) on topics listed above;
- Require each officer to complete annual in-service training managed by the JHPD Training Director;
- Encourage officers to attend advanced training offered by the JHPD and other police agencies

Follow Up

- Ensure that training is married to robust policies and procedures, and that supervisory systems reinforce the training provided;
- Require remedial training for personnel who demonstrate performance deficiencies

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Works Consulted

- ***Selected police departments whose policies/G.O.s were reviewed:***
 - San Francisco Police Department, Course Listings (undated)
 - Seattle Police Department, Community Police Teams (Jan. 2008)
 - Seattle Police Department, Crisis Intervention (Aug. 2018)
 - Seattle Police Department, Patrol Training and Publications (Aug. 2003)
 - New Orleans Police Department, Ethical Policing is Courageous (EPIC) Program Guide (2017)
 - Maryland Police Training and Standards Commission (MPTSC), Use of Force Best Practices (undated)
 - MPTSC, Modernization of Recruitment Standards and Practices of Law Enforcement Agencies to Increase Diversity (2016)
 - Montgomery County Police Department, Field Training and Evaluation Program (Oct. 2014)
 - Montgomery County Police Department, Police Officer Applicant Requirements and Benefits (undated)
 - Howard County Police Department, General Order ADM-32 – Selection of Sworn Personnel (April 2009)
 - University of Baltimore Police Department, Police Recruitment Program (Sept. 2014)
 - University of Baltimore Police Department, Training (June 2016)
 - University of Maryland, Baltimore Police Force, Written Directive on Recruitment (March 2009)
 - University of Maryland, Baltimore Police Force, Written Directive on Entrance Level Training (March 2009)
 - University of Maryland, Baltimore Police Force, Written Directive on Field Training and Evaluation Program (Dec. 2016)
 - University of Maryland, Department of Public Safety, Manual of Rules and Procedures, Recruitment Program (Dec. 1995)
 - University of Maryland, Department of Public Safety, Manual or Rules and Procedures, Training (Dec. 1995)
- ***Selected organizations consulted:***
 - California Partnership for Safe Communities, “[Notes from the Field: Strengthening Community-Police Relationships: Training as a Tool for Change](#)” (undated)
 - Council of State Governments Justice Center, “[Improving Responses to People with Mental Illnesses: Tailoring Law Enforcement Initiatives to Individual Jurisdictions](#)” (2010)
 - George Mason University, Center for Evidence-Based Crime Policy, “[Education and Training](#)” (undated Web resources)

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- George Mason University, Center for Evidence-Based Crime Policy, Matrix Demonstration Project, “[Transforming Field Training](#)” (undated Web resource)
- International Association of Campus Law Enforcement Administrators, “[IACLEA Accreditation Standards Manual](#)” (May 2018)
- International Association of Chiefs of Police, Psychological Services Section, “[Preemployment Psychological Evaluation Guidelines](#)” (2014)
- National Initiative for Building Community Trust & Justice (multiple sources)
- Police Executive Research Forum, “[Legitimacy and Procedural Justice: A New Element of Police Leadership](#)” (March 2014)
- Police Executive Research Forum, “[Promoting Excellence in First-Line Supervision: New Approaches to Selection, Training, and Leadership Development](#)” (Oct. 2018)
- Police Executive Research Forum, “[Re-Engineering Training on Police Use of Force](#)” (August 2015)
- President’s Task Force on 21st Century Policing, “[Final Report](#)” (May 2015)
- U.S. Department of Justice, Community Oriented Policing Services (COPS), “[Building Relationships of Trust: Recommended Steps for Chief Executives](#)” (2014)
- U.S. Department of Justice, COPS, “[How to Support Trust Building in Your Agency](#),” *Police Perspectives: Building Trust in a Diverse Nation No. 3* (2016)
- U.S. Department of Justice, COPS, “[Identifying and Preventing Gender Bias in Law Enforcement Response to Sexual Assault and Domestic Violence: A Roundtable Discussion](#)” (2016)
- U.S. Department of Justice, COPS, “[Gender, Sexuality, and 21st Century Policing: Protecting the Rights of the LGBTQ+ Community](#)” (2017)
- U.S. Department of Justice, COPS, “[Mobilizing the Community for Minority Recruitment and Selection](#)” (2003)
- U.S. Department of Justice, Community Relations Service (CRS), “[Law Enforcement and the Transgender Community: Training Preview](#)” (2007)
- Yale Law School Justice Collaboratory, “[Principles of Procedurally Just Policing](#)” (Jan. 2018)
- ***Selected academic articles and books consulted:***
 - Aronie, Jonathan & Christy Lopez, “[Keeping Each Other Safe: An Assessment of the Use of Peer Intervention Programs to Prevent Police Officer Mistakes and Misconduct Using New Orleans’ EPIC Program as a Potential National Model](#),” *Police Quarterly* 20(3):295-321 (2017)
 - Compton, M.T. & V.H. Chien, “[Factors related to knowledge retention after crisis intervention team training for police officers](#),” *Psychiatric Services* 59:1049-1051 (Sept. 2008)

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- Ellis, Horace A., “[Effects of a Crisis Intervention Team \(CIT\) Training Program upon Police Officers Before and After Crisis Intervention Team Training](#),” *Archives of Psychiatric Nursing* 28:10-16 (2014)
- Fridell, Lorie, *Producing Bias-Free Policing: A Science-Based Approach* (2017)
- Goff, Phillip Atiba, Jillian K. Swencionis & Susan A. Bandes, “[Why Behavioral Reforms Are More Likely Than Implicit Bias Training to Reduce Racial Conflicts in U.S. Policing](#),” *Scholars Strategy Network* (Mar. 8, 2018)
- Margolis, Gary J. & Penny R. Shtull, “[The Police Response to Mental Illness on Campus](#),” *Journal of College Student Psychotherapy* 26(4):307-321 (Oct. 2012)
- Meares, Tracey L., “[Policing and Procedural Justice: Shaping Citizens' Identities to Increase Democratic Participation](#),” 111 *Northwestern University Law Review* 1525 (2017)
- Meares, Tracey L., “[The Good Cop: Knowing the Difference Between Lawful or Effective Policing and Rightful Policing—And Why It Matters](#),” 54 *William & Mary Law Review* 1865 (2013)
- Meares, Tracey L., “[The Path Forward: Improving the Dynamics of Community-Police Relationships to Achieve Effective Law Enforcement Policies](#),” 117 *Columbia Law Review*, 1355 (June 2017)
- Miles-Johnson, Toby, Lorraine Mazerolle, Sharon Pickering & Paul Smith, “[Police Perceptions of Prejudice: How Police Awareness Training Influences the Capacity of Police to Assess Prejudiced Motivated Crime](#),” *Policing and Society* 28:730-745 (2016)
- Oehme, Karen, Nat Stern & Annelise Mennicke, “[A Deficiency in Addressing Campus Sexual Assault: The Lack of Women Law Enforcement Officers](#),” 38 *Harvard Journal of Law and Gender* 337-371 (2015)
- Smith, Robert J., “[Reducing Racially Disparate Policing Outcomes: Is Implicit Bias Training the Answer?](#),” 37 *U. Hawaii Law Review* 295 (2015)
- Swencionis, Jillian K. & Phillip Atiba Goff, “[The Psychological Science of Racial Bias and Policing](#),” *Psychology, Public Policy, and Law* 23(4): 389-409 (2017)
- **Selected statutory and case references:**
 - Md. Code Ann., Public Safety § 3-209, Certification of police officers
 - Md. Code Ann., Public Safety § 3-215, Appointment of police officers, police supervisors, and police administrators
 - Code of Maryland Regulations (COMAR) Title 12, Department of Public Safety and Correctional Services, Subtitle 04, Police Training and Standards Commission

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ISSUE PAPER

JHPD/Citizen Contacts (incl. Investigative Stops, Searches, Arrests)

Johns Hopkins University & Medicine (“Johns Hopkins”) is exploring creating an independent, professional police department to augment its existing safety and security operation. Currently, the majority of our campus public safety contingent serves to help deter crime by observing and reporting urgent needs, but lacks the capacity to intervene in unfolding crimes.

Creating a Johns Hopkins Police Department (JHPD) would allow the university to build a campus public safety contingent that can provide more visible deterrence and respond more quickly and effectively to crimes and campus-specific threats like active shooter incidents. A sworn police department would be able to stop and arrest persons engaged in crimes on Johns Hopkins properties, use lights and sirens, access law enforcement data bases, and communicate with local law enforcement through shared radio frequencies. It would also afford Johns Hopkins a trained police contingent that is prepared to meet the unique needs of a university community, all in coordination with city, state and federal law enforcement partners.

We see this as a critical and unique opportunity to build a model university police department that reflects contemporary best practices in community policing, and upholds in every way the core values of our institution – including an unwavering commitment to equity and inclusion, a deep respect for freedom of expression, and a meaningful connection to our neighbors – undergirded by our commitment to transparency and accountability.

Core Institutional Values Informing JHPD Approach to Police-Citizen¹ Contacts

Johns Hopkins understands that effective public safety relies on strong mutual trust between citizens and police and a shared perception of procedural fairness. To build this trust, JHPD will practice community policing by: building police-community relationships, seeking to address common neighborhood safety problems in collaboration with community members, and providing equitable police services to all community members of all backgrounds. In all citizen contacts, JHPD officers will act in ways that maintain trust and display procedural fairness.

Preserving and improving human life is a central mission of Johns Hopkins, as reflected in its provision of patient care, its research into potential cures, and its pursuit of policy interventions that strengthen society. In keeping with this mission, it will be the unambiguous policy of the JHPD to act only in ways that value and preserve human life.

Johns Hopkins is also committed to the rule of law and the protection of human rights and civil liberties. All JHPD conduct must reflect that commitment, and it will be the obligation of JHPD

¹ “Citizen” in this issue paper is to be understood not in its narrow legal sense but broadly, encompassing all non-police individuals with whom police officers come into contact. It therefore includes undocumented immigrants, foreign nationals, non-citizen visitors, etc.

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officers to intervene to stop officers who are treating others in ways that violate the law or University policy.

Rationale for Police-Citizen Contact General Orders at Johns Hopkins

There are many instances when JHPD officers will have grounds to stop someone in their patrol area for questioning, including when needing to gather information from witnesses to a crime, and when needing to redirect someone away from a crime scene. There also instances when JHPD officers will have grounds to stop and perform a search or make an arrest, like when observing a person committing a crime. In these encounters, it is imperative that JHPD officers have appropriate training and protocols in place to govern their conduct, to ensure that those they stop are treated fairly and in ways that maintain trust between citizens and the JHPD.

Best Practices that Will Be Adopted by the Johns Hopkins Police Department

The University has surveyed policies and general orders for field interviews, investigative stops, searches, and arrests at municipal police departments and peer university police departments across the country, and has also consulted the work of leading research and advocacy organizations involved in policing, both from the law enforcement perspective and the citizen perspective. The following best practices are ones that uphold Johns Hopkins' core institutional values and therefore will be incorporated into the JHPD general orders for field interviews, investigative stops, searches, and arrests:

For all Police-Citizen Contacts

- Require officers to act professionally, respectfully, and with restraint, including expressing appreciation for the citizen's cooperation;
- In no circumstances will JHPD provide preferential treatment to an individual based on their affiliation or non-affiliation with Johns Hopkins;
- Require officers to treat citizens with equal dignity regardless of background;
 - Factors such as a person's perceived race, sex, sexual orientation, gender identity, gender expression, age, dress, or appearance do not alone justify even a brief stop;
- Require officers to identify themselves and provide a business card with their full name and badge number [or, if no business card, require them to offer full name and badge #];
- Require officers to explain the purpose of the interaction;
- Require officers, when interacting with non-native speakers, to provide contact information for translation assistance;
- Prohibit officers from inquiring about immigration status;
- Require officers to pursue alternatives to force as a first resort whenever possible (*see* "De-escalation and Use of Force" issue paper);
- Require officers to wear body-worn cameras (*see* "Body-Worn Camera" issue paper);
- Require officers to explain the JHPD complaint process, if asked;
- Provide public access to JHPD general orders related to police-citizen contacts

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Field Interviews

A field interview is when an officer merely approaches a person in a public place, engages them in conversation, and requests information, with the person being free not to answer and walk away. Note that a field interview can become an investigative stop if an officer develops a reasonable articulable suspicion that the person is committing or has committed a crime (see below).

- Require officers to keep the encounter as brief as reasonably possible;
- Permit citizens to end the encounter and leave at any time, unless a reasonable articulable suspicion develops during the encounter to justify a stop (and the citizen's expressed desire to end the encounter cannot be used to justify a stop);
- To avoid having their actions be perceived by a citizen as a restraint on her/his freedom to leave the officer's presence, require officers to phrase requests using optional words such as "may," "would you mind," or similar terms and phrases;
- Prohibit officers from creating a physical or other barrier to the citizen's ability to leave, such as keeping her/his identification;
- Prohibit officers from initiating field interviews as a means of harassment or coercion to do anything (e.g., leave the area, consent to a search);
- When off campus, prohibit officers from escalating a field interview due to the citizen's failure to carry identification, which they are not required to do to account for their presence in a public place

Investigative Stops

An investigative stop is a physical or verbal action that involves the delay, hindrance, or holding of a person. Investigative stops can only be done if a JHPD officer has reasonable articulable suspicion that the individual has committed, is committing, or is about to commit a crime.

- Prohibit use of investigative stops as a general crime deterrence strategy;
- Require officers to stop a person only for that period of time necessary to effect the purpose of the stop;
- Require officers to conduct investigative stops only at or near initial contact locations and not to move to other locations without consent of the person stopped;
- Require officers to limit questions to those concerning the person's identity, place of residence, and other inquiries necessary to resolve the officers' suspicions;
- Require officers to notify a supervisor if the person is:
 - Injured during the investigative stop or complaints of injury;
 - Transported from the initial place of contact;
 - Stopped for more than 20 minutes; or
 - Handcuffed and/or subjected to an arrest and control technique

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- If the person is released at the conclusion of the stop, require officers to immediately release the person and also provide transportation if the person was taken from the initial place of contact;
- Whether or not an investigative stop results in charges or an arrest, require officers to complete a Field Interview Report (FIR) form within 24 hours

Pat-Downs and Searches (Performed as Part of an Investigative Stop)

- Allow officers to perform a weapons pat-down only when warranted by reasonable articulable suspicion and then only in the manner prescribed in the applicable general order;
- Apart from weapons pat-downs, prohibit officers from conducting searches without probable cause;
- Require officers to explain rights around consent to search prior to any search;
- Require officers to obtain verbal and, if the officer is wearing a BWC, on-camera, acknowledgement of (1) the person's understanding of their right to refuse to consent and (2) their consent to search;
- Whenever possible, have at least one other JHPD officer present during the search;
- Whenever possible, respect individuals' request to be searched by a JHPD officer of a particular gender (and document this request);
- Prohibit searches for the purpose of assigning gender based on anatomical features;
- Require officers to include a record of the search in the FIR form

Arrests

- Allow officers to make an arrest only when warranted by probable cause and then only in the manner prescribed in the applicable general order;
- Require officers to consider alternatives to arrest, like warnings or citations or referrals to Student Affairs, when alternatives will suffice as well as, or better than, an arrest;
 - Officers will also abide by the university's [Amnesty and Responsible Action Protocol](#) when responding to a call for assistance with a medical emergency and/or mental health crisis
- Require officers to ensure the safety of all individuals involved;
- If force is warranted, require officers to use only the level of force necessary to effectuate the arrest (*see* "De-escalation and Use of Force" issue paper);
- When making decisions about transport and custody, require officers to deem an individual's gender to be male or female based on the individual's gender identity;
- Require officers to immediately release a person if they discover, after arrest, that probable cause no longer exists;
- Require officers to notify a superior of each arrest, and to document each arrest using a standard form, including each arrest that involved a subsequent release, as soon as practicable after the arrest and no later than the end of their shift.

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Training

- Require field training in the neighborhoods that the officers will serve, including introductions to community leaders;
 - Develop and maintain a contact list of all leaders within minority and immigrant communities in/near the patrol zones, so that they can be reached quickly during a time of crisis or when an action is about to occur that may be of concern to their particular community;
- Require training in community policing, including understanding community expectations and reservations around policing in Baltimore;
- Require training in procedural justice in police-citizen interactions;
- Require training in preventing racial profiling and combatting implicit bias, which can impact decisions about whom to stop and how invasive the stop will be;
- Require training in cultural competence and LGBTQ competence;
- Require training in crisis intervention, including detecting behavior that calls for a medical and/or mental health intervention rather than a traditional law enforcement stop;
- Require training in trauma-informed practices for police-citizen contacts, including contacts involving victims of sexual assault;
- Require training in de-escalation techniques, including effective communication with the person perceived to be creating a threat;

Works Consulted

- ***Selected police departments whose policies/G.O.s were reviewed:***
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 - San Francisco Police Department, General Order on Investigative Detentions (Nov. 2003)
 - Seattle Police Department, General Order on Arrest, Search and Seizure (Feb. 2016)
 - Seattle Police Department, General Order on Bias-Free Policing (July 2018)
 - Montgomery County Police Department, Consent Searches (Feb. 2004)
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 - Coppin State University Police Department, Manual of Rules and Procedures
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 - Baltimore Police Department, consent decree drafted Fair and Impartial Policing Policy (Aug. 2018)
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- University of Maryland, Department of Public Safety, Manual of Rules and Procedures, Impartial Policing (Oct. 2016)
- Yale University Police Department, General Order on Arrests (Mar. 2012)
- Yale University Police Department, General Order on Racial Profiling (Jan. 2012)
- ***Selected organizations consulted:***
 - ACLU (multiple sources)
 - Council of State Governments Justice Center, “[Trauma-Informed Policing: Addressing the Prevalence of Trauma in Law Enforcement Encounters](#)” (Aug. 2017)
 - International Association of Campus Law Enforcement Administrators, “[IACLEA Accreditation Standards Manual](#)” (May 2018)
 - International Association of Chiefs of Police, “[Field Interviews and Pat-Down Searches – Model Policy](#)” (May 2000)
 - International Association of Chiefs of Police, “[Police-Citizen Contacts – Model Policy](#)” (April 2000)
 - National Initiative for Building Community Trust & Justice (multiple sources)
 - National Institute of Justice, “[Race, Trust and Police Legitimacy](#)” (last modified July 2016)
 - Police Executive Research Forum, “[Executive Guidebook: Practical Approaches for Strengthening Law Enforcement’s Response to Sexual Assault](#)” (2018)
 - President’s Task Force on 21st Century Policing, “[Final Report](#)” (May 2015)
 - U.S. Department of Justice, Community Oriented Policing Services (COPS), “[Building Relationships of Trust: Recommended Steps for Chief Executives](#)” (2014)
 - U.S. Department of Justice, COPS, “[Strengthening the Relationships between Law Enforcement and Communities of Color](#)” (2014)
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 - U.S. Department of Justice, COPS, “[Identifying and Preventing Gender Bias in Law Enforcement Response to Sexual Assault and Domestic Violence: A Roundtable Discussion](#)” (2016)
 - U.S. Department of Justice, COPS, “[Gender, Sexuality, and 21st Century Policing: Protecting the Rights of the LGBTQ+ Community](#)” (2017)
 - Yale Law School Justice Collaboratory, “[Principles of Procedurally Just Policing](#)” (Jan. 2018)
- ***Selected academic articles consulted:***
 - Blanks, Jonathan, “[Thin Blue Lies: How Pretextual Stops Undermine Police Legitimacy](#),” 66 *Case Western Reserve Law Review* 931 (2016)

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- Fontaine, Jocelyn, David Leitson, Jesse Jannetta, and Ellen Paddock, “[Mistrust and Ambivalence between Residents and the Police: Evidence from Four Chicago Neighborhoods](#),” Urban Institute Justice Policy Center (Aug. 2017)
- Forman, James Jr., “[Community Policing and Youth as Assets](#),” 95 *Journal of Criminal Law and Criminology* 1 (2004-2005)
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- ***Selected statutory and case references:***
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 - Md. Code Ann., Criminal Law § 4-206, Limited search, seizure, and arrest
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ISSUE PAPER

Use of Arrest and Alternatives to Arrest

Johns Hopkins University & Medicine (“Johns Hopkins”) is exploring creating an independent, professional police department to augment its existing safety and security operation. Currently, the majority of our campus public safety contingent serves to help deter crime by observing and reporting urgent needs, but lacks the capacity to intervene in unfolding crimes.

Creating a Johns Hopkins Police Department (JHPD) would allow the university to build a campus public safety contingent that can provide more visible deterrence and respond more quickly and effectively to crimes and campus-specific threats like active shooter incidents. A sworn police department would be able to stop and arrest persons engaged in crimes on Johns Hopkins properties, use lights and sirens, access law enforcement data bases, and communicate with local law enforcement through shared radio frequencies. It would also afford Johns Hopkins a trained police contingent that is prepared to meet the unique needs of a university community, all in coordination with city, state and federal law enforcement partners.

We see this as a critical and unique opportunity to build a model university police department that reflects contemporary best practices in community policing, and upholds in every way the core values of our institution – including an unwavering commitment to equity and inclusion, a deep respect for freedom of expression, and a meaningful connection to our neighbors – undergirded by our commitment to transparency and accountability.

Core Institutional Values Informing JHPD Approach to the Use of Arrest and Alternatives

Preserving and improving human life is a central mission of Johns Hopkins, as reflected in its provision of patient care, its research into potential cures, and its pursuit of policy interventions that strengthen society. In keeping with this mission, it will be the unambiguous policy of the JHPD to act only in ways that value and preserve human life, reduce harm, and provide law enforcement alternatives.

Johns Hopkins also understands that effective public safety relies on strong mutual trust between citizens and police and a shared perception of procedural fairness. If JHPD officers are authorized to exercise certain powers – the powers to stop, search, detain, arrest, and use force – it is paramount that the Johns Hopkins and surrounding communities trust that JHPD officers will use those powers appropriately, and that they will be held properly accountable if those powers are abused or misused.

Johns Hopkins is also committed to the rule of law and the protection of human rights and civil liberties. All JHPD conduct must reflect that commitment, and it will be the obligation of JHPD officers to intervene to stop officers who are treating others in ways that violate the law or

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University policy. All arrests made by officers of the JHPD will be based on the principles of probable cause, and carried out in accordance with law and University policy.

Rationale for General Orders on Use of Arrest at Johns Hopkins

If a JHPD officer has probable cause to arrest an individual for a crime, it is critical that her conduct, from the moment of arrest until that individual's release or transfer into another's custody, be governed by appropriate training and protocols. This is to ensure that arrested individuals are treated fairly and in ways that maintain trust between citizens and the JHPD.

Furthermore, through community partnerships, JHPD will seek diversion opportunities whenever possible to limited negative impacts associated with involvement in the criminal justice system. This means identifying diversion opportunities for low level offenses with underlying causes that are often better addressed by public health tools and protocols.

Best Practices that Will Be Adopted by the Johns Hopkins Police Department

The University has surveyed policies and general orders for arrest processes and procedures at municipal and county police departments and peer university police departments across the country, and has also consulted the work of leading research and advocacy organizations involved in policing, both from the law enforcement perspective and the citizen perspective. The following best practices are ones that uphold Johns Hopkins' core institutional values and therefore will be incorporated into the JHPD general orders for arrest processes and procedures:

Alternatives to Arrest and Arrest Practices in General

- JHPD will avoid arrests of youth whenever possible, and will develop programs and protocols that aim to process youth away from the formal justice system (see below);
- JHPD will de-prioritize arrests for low-level offenses, and will work with community and university partners on the development of diversion resources/protocols that direct individuals to supportive services and case management;
- In each interaction that may lead to arrest, JHPD will take a harm reduction approach, which treats arrest as only one of many options and not the first resort;
- JHPD officers will act professionally, respectfully, and with restraint, including expressing appreciation for the citizen's cooperation;
- Whenever possible, and for all people who come into contact with the JHPD – Hopkins affiliates and non-affiliates alike – JHPD officers will be required to consider alternatives to arrest, like warnings or civil citations or referrals to Student Affairs, when alternatives will suffice as well as, or better than, an arrest;
 - In determining these non-arrest alternatives, officers will take into consideration the alleged victim, the alleged perpetrator, and the nature of the offense;
 - Officers will also abide by [Maryland's Good Samaritan Law](#);

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- In no circumstances will JHPD provide preferential treatment to an individual based on their affiliation or non-affiliation with Johns Hopkins;
- JHPD will prohibit the use of arrest quotas and instead utilize officer performance metrics and incentives that support public safety, community policing, and health-oriented objectives;
- JHPD officers will be responsible for the safety and health of arrestees in their custody;
- Officers will ensure, to the best of their capabilities, that arrestees receive necessary medical attention *prior to* arrest processing;
- JHPD will collect, analyze, report data, and investigate on all in-custody injuries

Additional Arrest Practices Specific to Youth

- JHPD will avoid arrests of youth whenever possible, and will develop programs and protocols that aim to process youth away from the formal justice system;
 - In responding to issues involving youth (both students and those not affiliated with Hopkins), JHPD will seek to develop a network of youth-oriented community services providers so that officers can respond with alternatives to arrest that address concerning behavior without court involvement when appropriate;
 - Officers will also abide by the university's [Amnesty and Responsible Action Protocol](#) when responding to a call for assistance with a Hopkins student's medical emergency and/or mental health crisis;
- Officers will be encouraged to consider the severity of the offense, and any mitigating circumstances, before electing, as a last resort, to arrest a juvenile;
- Officers will not be under any obligation to file charges against youth who are taken into custody;
- If arrested, arresting officers will attempt to notify the parents, guardians, or adults responsible for the youth, as soon as practical, of the fact that their child has been taken into custody;
- Arrested youth will be taken to the Baltimore City Juvenile Justice Center;
- The Baltimore City Juvenile Justice Center will try to release the arrested youth to a parent, guardian, or responsible adult, but if no parent, guardian, or responsible adult is available to take custody of an arrested youth, that individual will be taken to shelter care facilities or juvenile detention facilities, subject to the instructions of Maryland Department of Juvenile Services personnel

Effectuating an Arrest

- Allow officers to make an arrest only when warranted by probable cause and then only in the manner prescribed in the applicable general order;
- Require officers to ensure the safety of all individuals involved;
- If force is required to effectuate an arrest, despite efforts to de-escalate and after all reasonable alternatives to force have been exhausted, then officers will use the minimal

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amount of force needed; excessive force will not be tolerated (*see* “De-escalation and Use of Force” issue paper);

- Require officers to minimize the amount of time a non-compliant arrestee spends on his/her stomach;
- Prohibit officers from “hog-tying” arrestees, i.e. placing them face down on the ground, with arms handcuffed behind the back, feet hobbled and a strap hooked from the hobbled feed to the handcuff chain;
- Require officers to notify a superior of each arrest, and to document each arrest using a standard form, including each arrest that involved a subsequent release, as soon as practicable after the arrest and no later than the end of their shift;
- Require officers to immediately release a person if they discover, after arrest, that probable cause no longer exists

Transporting Arrestees

- Depending on the circumstances, arrestees will either be transported by the JHPD to their station or the Baltimore Central Booking & Intake Center, or transported to Central Booking by a BPD prisoner transport vehicle
- When making decisions about transport and custody, require officers to deem an individual’s gender to be male or female based on the individual’s gender identity;
- Require transporting officers to maintain visual contact with arrestees during transport;
- Prohibit transporting officers from intentionally harming or jostling arrestees during transport (e.g., giving a “rough ride”);
- Prohibit transporting officers from intentionally diverting, delaying, or otherwise interrupting an arrestee’s transport;
 - Officers interrupting arrestee transports for any reason will notify dispatch of their mileage, location, and reason for the interruption;
- Prohibit transporting officers from taking other police actions unless an emergency situation arises and assistance can be rendered without endangering arrestees or compromising their security;
- Require transporting officers to transmit their mileage and destination to dispatch at the beginning of their transports, and to transmit their arrival and mileage information to dispatch at the end of their transports (all JHPD radio communications will be recorded);

Care for Persons in JHPD Custody

- When force is needed to effectuate the arrest, require officers – once the individual is secured or in custody – to further de-escalate in order to increase compliance and to address injuries the arrestee may have sustained;
- All uses of force incident to arrest that involve injury to the arrestee will be investigated by Internal Affairs and evidence will be preserved;
- When arrestees sustain injuries needing medical treatment, ensure that transporting officers either call an ambulance or transport the arrestees to medical facilities;

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- Require officers to attempt to obtain copies of arrestees' discharge summaries whenever emergency department medical records are prepared for them;
- Require transporting officers to make every reasonable and prudent effort to expedite arrestee transport, processing, and delivery to receiving personnel or agencies;
- Require transporting officers to notify receiving personnel or agencies of an arrestee's special transportation requests

Treatment of Arrestees' Property

- An arrestee's non-evidentiary property will be inventoried and either immediately returned to the arrestee upon their release from custody, or turned over to the receiving facility

Transparency / Recordkeeping

- All arrests, including those where a person is released without charge, will be documented on the appropriate arrest and event reports – arrest reports will be completed by the end of the tour of duty;
- Copies of the Charging Documents will be included with the event reports

Training

- Require training on alternatives to arrest and diversion protocols for working with service provider partners;
- Require training on effective communication with youth and supports available to youth at Johns Hopkins and in Baltimore;
- Require training on the constitutional and state rights of persons subject to detention or arrest, as prescribed by the 4th Amendment of the U.S. Constitution;
- Require training in procedural justice in police-citizen interactions;
- Require training in preventing racial profiling and combatting implicit bias, which can impact decisions about whom to arrest and how the arrest is carried out;
- Require training in cultural competence and LGBTQ competence;
- Require training in crisis intervention, including detecting behavior that calls for a medical and/or mental health intervention rather than an arrest;
- Require training in de-escalation techniques, including effective communication with the person perceived to be resisting arrest;
- Require training on the proper application of handcuffs and other physical restraints (e.g., flex-cuffs)

Works Consulted

- *Selected police departments whose policies/G.O.s were reviewed:*

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- Seattle Police Department, General Order on Bias-Free Policing (July 2018)
- Howard County Police Department, General Order on Arrest Procedures (Oct. 2012)
- Montgomery County Police Department, Processing Arrested Persons (Jan. 2004)
- Baltimore Police Department, consent decree drafted Policy on Quality of Life Offenses (April 2018)
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- ***Selected organizations consulted:***
 - ACLU (multiple sources)
 - Council of State Governments Justice Center, “[Trauma-Informed Policing: Addressing the Prevalence of Trauma in Law Enforcement Encounters](#)” (Aug. 2017)
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 - *Silverstein v. State*, 176 Md. 533 (1939)

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ISSUE PAPER

De-Escalation & Use of Force by the Johns Hopkins Police Department

Johns Hopkins University & Medicine (“Johns Hopkins”) is exploring creating an independent, professional police department to augment its existing safety and security operation. Currently, the majority of our campus public safety contingent serves to help deter crime by observing and reporting urgent needs, but lacks the capacity to intervene in unfolding crimes.

Creating a Johns Hopkins Police Department (JHPD) would allow the university to build a campus public safety contingent that can provide more visible deterrence and respond more quickly and effectively to crimes and campus-specific threats like active shooter incidents. A sworn police department would be able to stop and arrest persons engaged in crimes on Johns Hopkins properties, use lights and sirens, access law enforcement data bases, and communicate with local law enforcement through shared radio frequencies. It would also afford Johns Hopkins a trained police contingent that is prepared to meet the unique needs of a university community, all in coordination with city, state and federal law enforcement partners.

We see this as a critical and unique opportunity to build a model university police department that reflects contemporary best practices in community policing, and upholds in every way the core values of our institution – including an unwavering commitment to equity and inclusion, a deep respect for freedom of expression, and a meaningful connection to our neighbors – undergirded by our commitment to transparency and accountability.

Core Institutional Values Informing JHPD Approach to De-Escalation & Use of Force

Preserving and improving human life is a central mission of Johns Hopkins, as reflected in its provision of patient care, its research into potential cures, and its pursuit of policy interventions that strengthen society. In keeping with this mission, it will be the unambiguous policy of the JHPD to act only in ways that value and preserve human life.

Johns Hopkins is also committed to the rule of law and the protection of human rights. All JHPD conduct must reflect that commitment, and it will be the obligation of JHPD officers to intervene to stop officers who are treating others in ways that violate the law or University policy.

Rationale for De-Escalation & Use of Force General Orders at Johns Hopkins

While carrying out their duties, JHPD officers will sometimes be faced with situations in which use of force is required, e.g., to stop a person who is attempting to injure or kill another person. In these situations, JHPD officers must understand how best to de-escalate first, if possible, and

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then what type and degree of force to deploy to ensure safety and avoid preventable harm to all involved.

Best Practices that Will Be Adopted by the Johns Hopkins Police Department

The University has surveyed de-escalation and use-of-force policies and general orders at municipal police departments and peer university police departments across the country, and has also consulted the work of leading research and advocacy organizations involved in policing, both from the law enforcement perspective and the citizen perspective. The following best practices are ones that uphold Johns Hopkins' core institutional values and therefore will be incorporated into the JHPD general order on de-escalation and use of force:

Safeguarding Human Life and Dignity

- Require officers to pursue alternatives to force as a first resort whenever possible;
- Authorize officers to use force only when no reasonably effective alternative appears to exist, and only after exhausting all reasonable alternatives to force (e.g., de-escalation, moving potential victims to a safer position);
- Require officers to carry less-lethal weapons

Proportionality

- When force must be used, require officers to use only the force that is objectively reasonable to remove the threat, and deploy it in accordance with clear guidelines governing the types of force and tools authorized for particular situations (critical decision-making model);
- Prohibit certain types of force categorically, e.g., chokeholds, "rough rides";
- Prohibit any use of force for certain types of situations, e.g., to respond to verbal abuse and/or in retaliation (e.g., using force purely to punish persons for fleeing or resisting arrest);
- Prohibit certain types of force from being used against certain populations, e.g., CEW use against small children;
- Prohibit certain types of force against students, faculty, or staff participating in nonviolent protest (e.g., University of Maryland bans use of Oleoresin Capsicum (pepper spray))

Duty to Intervene

- Require officers to intervene to stop officers who they witness using excessive force or otherwise using force in violation of law or police department policy;
- Require officers to report officers whom they learn used excessive force or otherwise used force in violation of law or police department policy;
- Require officers to render medical assistance immediately to anyone who is injured by the use of force

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Transparency & Accountability

- Require officers to wear body-worn cameras;
- Require public reporting on all use of force incidents by officers;
- Establish an internal use-of-force review process;
- Maintain data on officers' use of force and use that data, and associated internal review findings, as the basis of proactive performance interventions (e.g., additional training or supervision, or referral for counseling)

Training

- Required training in constitutional policing as it pertains to use of force;
- Require training in de-escalation techniques, including effective communication with the person perceived to be creating a threat;
- Require training in preventing racial profiling and combatting implicit bias, which intersects with decisions to use force;
- Require training in detecting behavior that calls for a medical and/or mental health intervention rather than a use-of-force response (e.g., "[Memphis model](#)" training);
- Require training in how to collaborate with non-police University resources, like requesting assistance from the mental health practitioner on call

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 - University of Maryland, Department of Public Safety, Manual of Rules and Procedures, Use of Force and Weapons (Nov. 2017)
 - Yale University Police Department, General Order on Use of Force (July 2016)
- ***Selected organizations consulted:***
 - ACLU (multiple sources)

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 - Smith, Michael R., Robert J. Kaminski, Geoffrey P. Alpert, Lorie A. Fridell, John MacDonald, and Bruce Kubu, “[A Multi-Method Evaluation of Police Use of Force Outcomes](#),” *Final Report to the National Institute of Justice*, July 2010, Award No. 2005-IJ-CX-0056, NCJ 231176
 - Terrill, William, Eugene A. Paoline III, and Jason Ingram, “[Assessing Police Use of Force Policy and Outcomes](#),” *Final Report to the National Institute of Justice*, February 2012, Award No. 2005-IJ-CX-0055, NCJ 237794
- ***Selected statutory and case references:***
 - Maryland Constitution, Declaration of Rights, Art. 24, Due process

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- Md. Code Ann., Public Safety § 3-514, Filing of incident reports regarding use of force
- Md. Code Ann., Public Safety § 3-701, Law enforcement actions involving First Amendment activities

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ISSUE PAPER

Johns Hopkins Police Department Complaint & Disciplinary Process

Johns Hopkins University & Medicine (“Johns Hopkins”) is exploring creating an independent, professional police department to augment its existing safety and security operation. Currently, the majority of our campus public safety contingent serves to help deter crime by observing and reporting urgent needs, but lacks the capacity to intervene in unfolding crimes.

Creating a Johns Hopkins Police Department (JHPD) would allow the university to build a campus public safety contingent that can provide more visible deterrence and respond more quickly and effectively to crimes and campus-specific threats like active shooter incidents. A sworn police department would be able to stop and arrest persons engaged in crimes on Johns Hopkins properties, use lights and sirens, access law enforcement data bases, and communicate with local law enforcement through shared radio frequencies. It would also afford Johns Hopkins a trained police contingent that is prepared to meet the unique needs of a university community, all in coordination with city, state and federal law enforcement partners.

We see this as a critical and unique opportunity to build a model university police department that reflects contemporary best practices in community policing, and upholds in every way the core values of our institution – including an unwavering commitment to equity and inclusion, a deep respect for freedom of expression, and a meaningful connection to our neighbors – undergirded by our commitment to transparency and accountability.

Core Institutional Values Informing JHPD Administrative Approach to Complaints & Discipline

A relationship of trust and confidence between the Johns Hopkins Police Department and the broader Johns Hopkins community – including residents of the neighborhoods around the university’s campuses – is essential for the JHPD to effectively serve and protect. At the heart of this relationship is accountability. As police are authorized to exercise certain powers – the powers to stop, search, detain, arrest, and use force – it is paramount that the Johns Hopkins and surrounding communities trust that JHPD officers will use those powers appropriately, and that they will be held properly accountable if those powers are abused or misused.

Johns Hopkins is also committed to procedural fairness. Complaints of JHPD officer misconduct must be fully investigated, with context properly examined, before discipline is determined. The institution will seek and obtain a full and impartial understanding of the facts in each case.

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Johns Hopkins' commitment to transparency is also vital to these considerations. The institution has an obligation to inform its community and the public about JHPD's administrative complaint and disciplinary process.

Rationale for Administrative Complaint and Disciplinary Process for JHPD Employees

Although the university already has complaint and disciplinary processes for its employees, the powers of JHPD employees are unique, and so complaints about their conduct require special attention. For example, JHPD officers will interact with the wider Baltimore community and will be empowered by law to limit the freedoms of those community members when warranted. Accordingly, the university has an obligation to maintain an administrative complaint and disciplinary process for JHPD employees that enables anyone – Hopkins affiliate or not – to file a complaint, and that includes public reporting as permitted by law.

Limitations on Police Complaint and Disciplinary Processes under Maryland Law

Maryland's [Law Enforcement Officers' Bill of Rights](#) (LEOBR), Md. Public Safety Code Ann., §§ 3-101 *et seq.*, applies to any individual who (1) in an official capacity is authorized by law to make arrests and (2) is a member of a listed law enforcement agency in the state (to include the Johns Hopkins Police Department). Below are some of the parameters that LEOBR places on complaint and disciplinary processes:

- **1-year time limit on police brutality complaints.** No investigation that may lead to disciplinary action for police brutality may be initiated, and no action may be taken, on any complaint filed after 366 days. § 3-104(c)(2)
- **Disclosure to officer of parties to the investigation.** The officer under investigation shall be informed of the name, rank, and command of all officers involved in the investigation. § 3-104(d)(1)
- **Advance disclosure to officer of nature of investigation.** Before an interrogation, the officer under investigation shall be informed in writing of the nature of the investigation. § 3-104(d)(2)
- **Right to counsel for officer.** The officer to be interrogated regarding a complaint has the right to be represented by counsel or another responsible representative of the law enforcement officer's choice who shall be present and available for consultation at all times during the interrogation. § 3-104(j)(1)
- **Up to 5 business days allowed before any interrogation of the accused.** The officer to be interrogated regarding a complaint has the right not to be interrogated for up to 5 business days until representation is obtained. § 3-104(j)(2)(i)
- **Discipline must be imposed by a hearing board, not a supervisor.** If the investigation or interrogation of an officer results in a recommendation of demotion, dismissal, transfer, loss of pay, reassignment, or similar action that is considered punitive, the

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officer is entitled to a hearing on the issues by a hearing board before the law enforcement agency takes that action. § 3-107(a) With one exception, that hearing board must be comprised mainly of fellow officers. § 3-107(c)

- **If the hearing board finds an officer not guilty, that decision is final.** The head of the relevant law enforcement agency has no ability to review a finding of not guilty. § 3-108(a)(3)

Best Practices that Will Be Adopted by the Johns Hopkins Police Department

The University has surveyed complaint and disciplinary processes at municipal police departments, county police departments, and peer university police departments across the country, and has also consulted the work of leading research and advocacy organizations involved in policing, both from the law enforcement perspective and the citizen perspective. It has also reviewed the provisions of LEOBR, which puts limits on how the conduct of officers may be investigated (see above). The following best practices are ones that both uphold Johns Hopkins' core institutional values and are consistent with LEOBR, and therefore will be incorporated into the JHPD administrative complaint and disciplinary processes:

Complaint Intake Process

- Implement a simple, user-friendly system for receiving complaints and enabling complainants to track the status of their complaints;
- Accept complaints through a wide variety of means, including in person, by phone, by email, through the JHPD website, by mail, and by internal memo;
- Accept complaints from all sources, including not just students, faculty, staff, and individual neighbors, but also community associations, advocacy and legal services organizations, local elected officials, and members of the JHPD;
- Accept anonymous complaints;
- Accept complaints regarding conduct by any JHPD employee, whether or not that employee is an officer;
- Accept complaints regarding conduct by a JHPD officer that allegedly happened while the officer was off duty;
- Accept complaints courteously and professionally, with disciplinary consequences for JHPD employees who either refuse to assist complainants or retaliate against them;
- Require JHPD employees to be trained on appropriate treatment of complainants who self-identify as victims of alleged JHPD misconduct;
- Process complaint intake in a timely fashion

Complaint Investigation Process

- Create an internal affairs unit (IAU) to investigate complaints that is housed in a different location from the rest of the JHPD and that reports directly to the Chief (LEOBR § 3-104(b) requires investigation be done by a sworn law enforcement officer in most cases);
- Ensure adequate staffing of the IAU;

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- Ensure that funding of the IAU is not determined by employees who may come under its investigation;
- Implement a body-worn camera program to help verify complaints and reduce the incidence of complaints;
- Train IAU investigators on courteous and professional treatment of victims of alleged JHPD misconduct;
- Retain ability to refer a complaint to an independent third party for investigation;
- Require that body to audio- and/or video-record its interrogations (LEOBR § 3-104(k)(2) requires there be a record of the interrogation that is written, taped, or transcribed);
- Render an investigative finding of rather sustained, unsustained, exonerated, or unfounded (LEOBR § 3-110 requires this)

Investigative Review & Disciplinary Recommendation Process

- Establish a committee that reviews the complaint investigation and makes a disciplinary recommendation;
- Establish a hearing board for those officers who challenge the finding of the complaint investigation (LEOBR § 3-107(a) requires this for any investigation that results in a recommendation of demotion, dismissal, transfer, loss of pay, reassignment, or similar action that is considered punitive);
- Allow up to two non-police individuals to serve on the hearing board (LEOBR §§ 3-107(c)(3) and 3-107(c)(5) allow this);
- Establish clear guidelines for the hearing board to use to determine disciplinary outcomes, for consistency;
- Resolve all complaints against police as soon as is practicable after the investigation commences
- Allow for broader community review through the JHPD Community Advisory Councils (see white paper on X)

Disciplinary Process

- Ensure clarity and respect in the disciplinary process for all employees involved;
- Use progressive discipline, with disciplinary actions progressing in severity based on the nature and gravity of the offense at issue, its relationship to the employee's assigned duties and responsibilities, the employee's work record, and other relevant factors;
- Allow for expedited discipline, such as a Preliminary Discipline Officer (PDO) system, when it is evident that such discipline is necessary to maintain an orderly and productive work environment;
- Educate all new hires on conduct requirements and the disciplinary process

Transparency

- Publish the complaint and disciplinary processes online;

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- Provide a formal complaint tracking mechanism (e.g., complaint number) that allows the complainant to inquire about the complaint's status, either online or over the phone;
- Include annual reporting of number and types of formal complaints received; number and types of complainants (e.g., faculty, student, staff, neighborhood resident); number and type of complaints resulting in JHPD discipline; and number and types of disciplinary actions taken

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 - Montgomery County Department of Police, Disciplinary Process for LEOBR-Covered Sworn Officers (Aug. 2002)
 - Baltimore Department of Police, Draft Policy on Complaint Intake and Classification Process (Mar. 2018; pending consent decree approval)
 - University of Texas – Austin Police, Blueprint for Campus Police: Responding to Sexual Assault (Mar. 2016)
 - Yale University Police Department, General Order on Civilian Complaints, Internal Investigations and Discipline (Feb 2016)
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