

CITY OF BATTLE CREEK

Equity Audit

APRIL 11, 2022

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Executive Summary

Introduction and Purpose

As a result of meetings in June 2020 between the City of Battle Creek (City) and the African American Collaborative (AAC), the AAC and the City determined that a first step towards enhancing the culture of diversity, equity and inclusion at the City and the experiences of its residents would be for the City to undergo an equity audit to identify areas in need of change and transformation. The City hired MGT Consulting to conduct an equity audit and to develop an equity plan. The equity audit was conducted in two phases:

- ❖ Phase 1: Human Resources Equity Audit
- ❖ Phase 2: Police-Community Relations Equity Audit

The human resources equity audit consisted of an internal review of human resources policies and practices, an employee survey, and employee focus groups. The police-community relations equity audit consisted of a review of Battle Creek Police Department (BCPD) policies and practices through analysis and input from interested parties in the community.

Phase 1: Human Resources Equity Audit

Key Findings & Observations

Within the policy and practice review, a SWOT analysis was conducted on policies provided to MGT. A few of the key findings from that review are below.

- ❖ Ensure that the rights granted to workers by administrative code are communicated directly to workers.
- ❖ Whistleblower protections are very important within anti-harassment policies and Battle Creek should consider a single cohesive statement around anti-retaliation and whistleblower protections.
- ❖ Civil Service and Act 78 does offer some significant barriers towards equity, it could be repealed through a charter amendment but may face significant pushback and would require an education campaign.

From the staff focus group sessions and the employee survey, MGT was able to identify the following themes and areas of focus for the City to improve upon.

- ❖ The City as an organization has demonstrated a commitment to the principles of DEI, especially in recent years.
- ❖ More can be done to improve communication, both internally to City employees and to potential City employees about careers paths and career development at the City.

Key Recommendations

Below are a few of the recommendations that came out of the policies and practices review as well as the staff engagement sessions.

- ❖ Eliminate Act 78 through a charter amendment after sponsoring a joint educational campaign.
- ❖ Create actionable and measurable diversity and inclusion initiatives that transcend through the organization.
- ❖ Partner with high schools and community colleges in the area to create career pathways.
- ❖ Conduct DEI training at all levels with an emphasis on how to have difficult conversations.
- ❖ Review and revise job descriptions, especially requirements for education and/or experience.
- ❖ Hire a DEI officer to champion DEI throughout the organization.

Phase 2: Police-Community Relations Equity Audit

Key Findings & Observations

Within the policy and practice review, a SWOT analysis was conducted on policies provided to MGT. A few of the key findings from that review are below.

- ❖ MGT's most significant recommendation for BCPD is to expand anti-harassment to include detailed training and prevention standards, pre-hiring screening, and identification of early warning signs.

From the community meetings, MGT was able to identify a few themes and areas of focus for the City and BCPD to improve upon.

- ❖ The community is concerned with the amount and frequency of communication by BCPD as well as the unwillingness of younger officers to have conversations to get to know the community.
- ❖ The suspension of programs like Cops & Clergy Alliance or the Citizens Police Academy due to the COVID-19 pandemic has created an opportunity to increase and heavily publicize the return of such programs.
- ❖ In regards to both cultural awareness training and training related to individuals with disabilities, community members generally feel more training should be conducted and there should be transparency in which officers have received trainings.

Key Recommendations

Below are the recommendations that came out of the policies and practices review as well as the community engagement sessions.

- ❖ Publicize the types of trainings required by police officers on the BCPD website.
- ❖ Have officers attend community events like Hispanic Heritage Month.

- ❖ Ensure cadets in the police academy are required to volunteer and participate in cultural events from different pockets of the community.
- ❖ Create a citizens review board to ensure accountability to the public in regard to police misconduct.
- ❖ Create transparency in statistics ranging from stops, arrests, convictions to the number and status of complaints against officers in the form of a publicly available website.

1. Project Background

1.1 Introduction

In order to understand the demographic realities within the City of Battle Creek, MGT conducted an analysis of data available through the American Community Survey (ACS). This allowed MGT to contextualize our Human Resources (HR) review of the City of Battle Creek. MGT investigated three key areas of data: demographics, economic health, and education. Each of these data categories gives insights to challenges related to achieving and maintaining equity both within the staff and community of the City of Battle Creek.

Chapter Sections

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- 2.1 Introduction
- 2.2 Methodology
- 2.3 Definitions
- 2.4 Data Trends and Observations
- 2.5 Summary and Discussion
- 2.6 Initial Recommendations

1.2 Methodology

MGT downloaded custom tables and variables from the American Community Survey (ACS) available through the Census Bureau at the city level. After the data was processed for analysis, variables relevant to the three data categories listed above were isolated and analyzed. Initially, MGT began by identifying race, ethnicity, and gender demographics in isolation, but they were combined to give a full snapshot of the City's current demographic makeup.

According to Battle Creek Unlimited, the City of Battle Creek is among the top 20 employers in and around the city. This means that the City of Battle Creek is a crucial part of the economy. Therefore, understanding key economic indicators is crucial for understanding the impact a more diverse organization at the City could have on the economic reality of the region. To begin understanding the economic realities within the city, MGT analyzed the median earnings per race and gender. For each ethnic group, MGT identified the ratio of the average income between men and women and found an average wage gap ratio of 0.85:1 female to male. The second economic indicator MGT identified was healthcare which, in the United States, is closely tied to employment. Like our other variables, MGT compared these variables to the demographic realities in the city.

The final group of variables MGT reviewed was educational attainment across the city. As before, the educational attainment variable was cross-referenced with the race and gender demographics across the city. MGT created a cluster chart to compare the different demographics as they relate to educational achievement. This provides a snapshot of education across the city.

1.3 Definitions

This glossary contains definitions of common terms and acronyms used throughout the City's 2022 Equity Audit. Additional and more detailed definitions can be found throughout the remainder of the report.

American Community Survey (ACS) The American Community Survey (ACS) is an ongoing survey that provides vital information on a yearly basis about our nation and its people. It is frequently used to help local officials, community leaders, and businesses understand the changes

taking place in their communities. It is the premier source for detailed population and housing information about our nation.

American Indian and Alaskan Native	U.S. citizens or lawfully admitted permanent residents who have origins in any of the original peoples of North and South America (including Central America) and who maintain tribal affiliation or community attachment. This category includes people who indicate their race(s) as "American Indian or Alaska Native" or report an enrolled or principal tribe, such as Alaskan Indian (including Tsimshian Indians not enrolled in the Metlakatla Indian Community).
Asian	U.S. citizens or lawfully admitted permanent residents who originate from the Far East, Southeast Asia, the Indian subcontinent.
Black or African American	U.S. citizens or lawfully admitted permanent residents having an origin in any of the black racial groups of Africa.
White	U.S. citizens or lawfully admitted permanent residents who responded "No, not Spanish/Hispanic/Latino" and who reported "White" as their only entry in the race question.
Demographics	Statistical data about the characteristics of a population, such as the age, gender, income, and race of the people within the stated population.
Digital Divide	This refers to the reality that continued access to the internet requires significant ongoing financial burden through internet subscriptions and frequent hardware updates. These financial burdens create two classes of people, those that have access to the internet and digital services and those struggle to consistently have it. The separation between these groups is referred to as the digital divide.
Economic Opportunity	The ability and opportunities available to an individual to build, maintain, and pass on wealth.
Hispanic or Latino	U.S. citizens or lawfully admitted permanent residents of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish or Portuguese cultures or origins regardless of race.
Histogram	A type of bar chart in which the width of each bar is equal to the class interval.
Native Hawaiian and Other Pacific Islander	U.S. citizens or lawfully admitted permanent residents who have origins in any of the original peoples of Hawaii and other Pacific Islands and who maintain tribal affiliation or community attachment.
Two or More Races	U.S. citizens or lawfully admitted permanent residents who chose more than one of the other race categories.
Some Other Race	A residual category with a write-in box, in addition to the five standard race categories.
Private Sector	The for-profit part of the national economy that is not under direct government control.
Public Sector	The non-profit part of the economy that is controlled by the government.

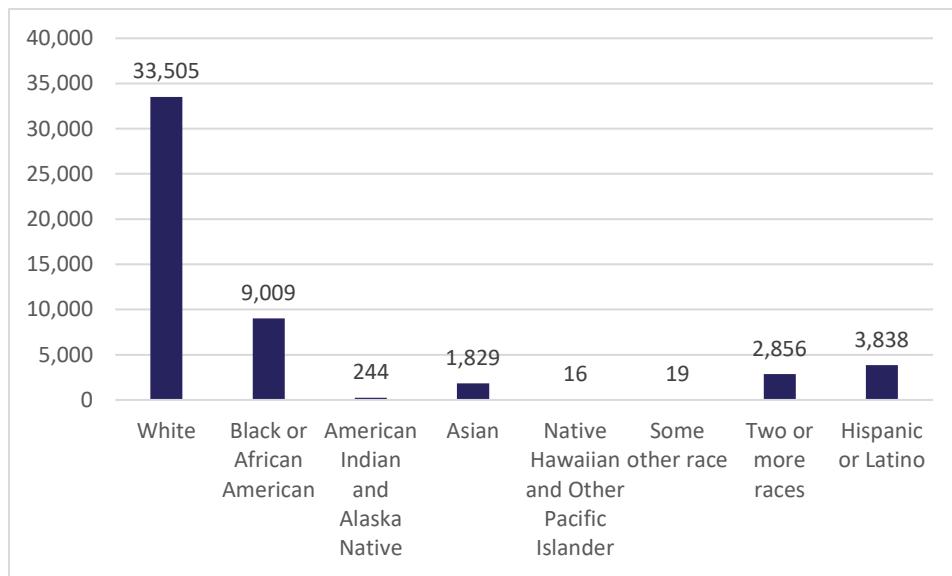
Wage Gap	Describes disparity between male and female incomes in a role, organization, or market.
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1.4 Data Trends and Observations

1.4.1 Demographics

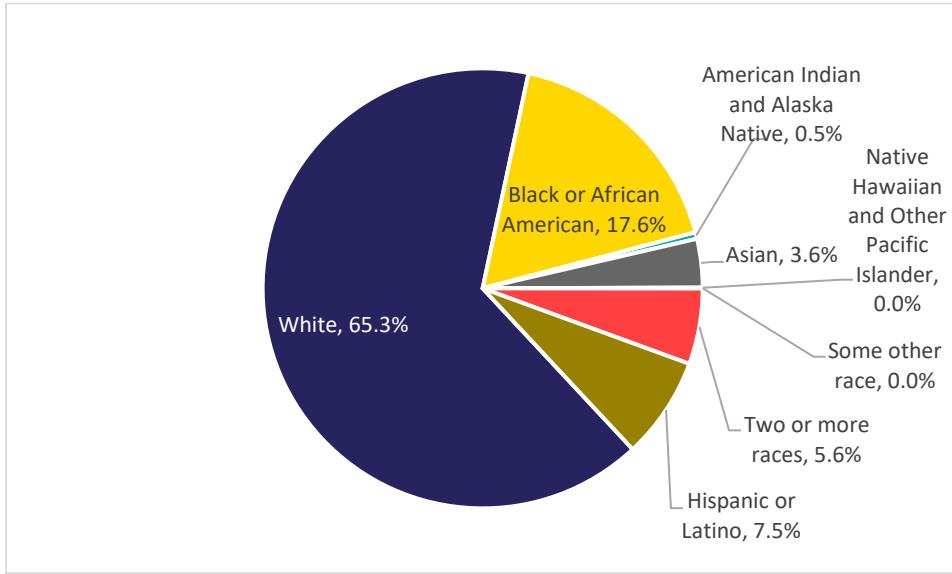
MGT began our data analysis by identifying the City-wide demographics of race and sex. **Figure 1-1** enumerates the breakdown of each demographic. White residents account for 33,500 persons, constituting approximately 65.3% of the population of Battle Creek. Black individuals represent only 9,009 individuals in the community, constituting about 17.6% of the population of Battle Creek. Hispanic or Latino individuals constituted 3,838 persons representing 7.5% of the population of Battle Creek. Mixed race individuals consisting of two or more races are represented by approximately 2,856 respondents, comprising a little less than 5.6% of the population of Battle Creek. 244 persons (0.5%) identified as American Indian and Alaskan Native, 19 (<1.0%) identified as Some Other Race, and 16 (<1.0%) respondents identified as Native Hawaiian or Pacific Islander.

**FIGURE 1-1. CITY OF BATTLE CREEK POPULATION
BY RACE/ETHNICITY AND HISPANIC ORIGIN**



Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

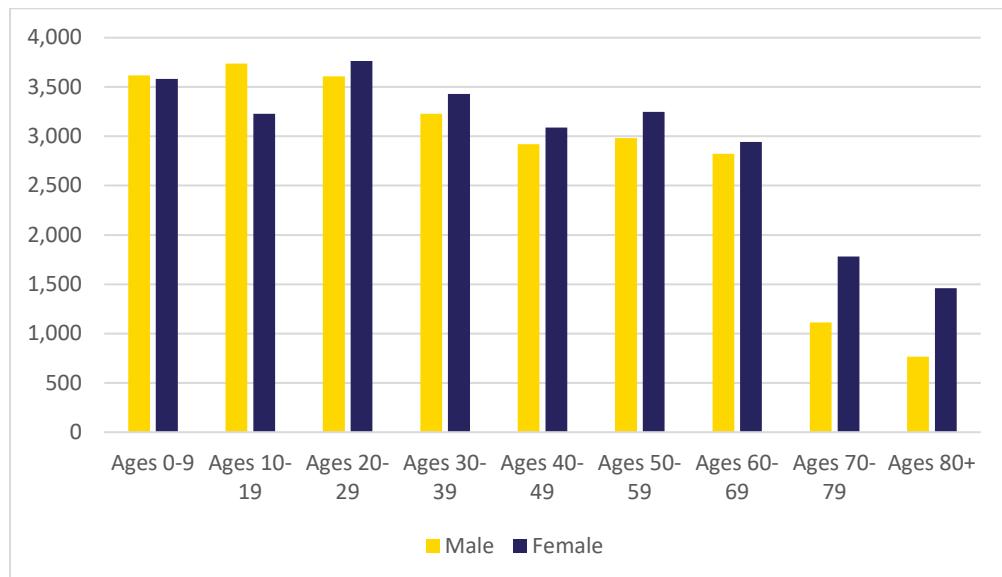
FIGURE 1-2. CITY OF BATTLE CREEK PERCENTAGE OF POPULATION BY RACE/ETHNICITY



Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

Figure 1-3 is a distribution of ages between 0-80+ of the residents of Battle Creek. The associated bar chart demonstrates a younger population with a steep drop-off of individuals over the age of 70. The data is organized in 10-year blocks starting from birth. The age categories of 0-10, 10-20, and 20-30 are all roughly equivalent with just under 7,000 individuals each (3,500 Male 3,500 Female). Between age 30-40 we begin to see a decline in the population leading to a marginal decline down to around 6,500. Between ages 40-50, we see another slight drop leveling off around 6,000 individuals. Finally at age 70 we see the population halved down to about 3,000 individuals. Across all categories, females outnumber males by a marginal amount, except in the 70-80 and 80+ categories where females outnumber males around 2:1.

FIGURE 1-3. CITY OF BATTLE CREEK POPULATION OF AGE GROUPS BY SEX

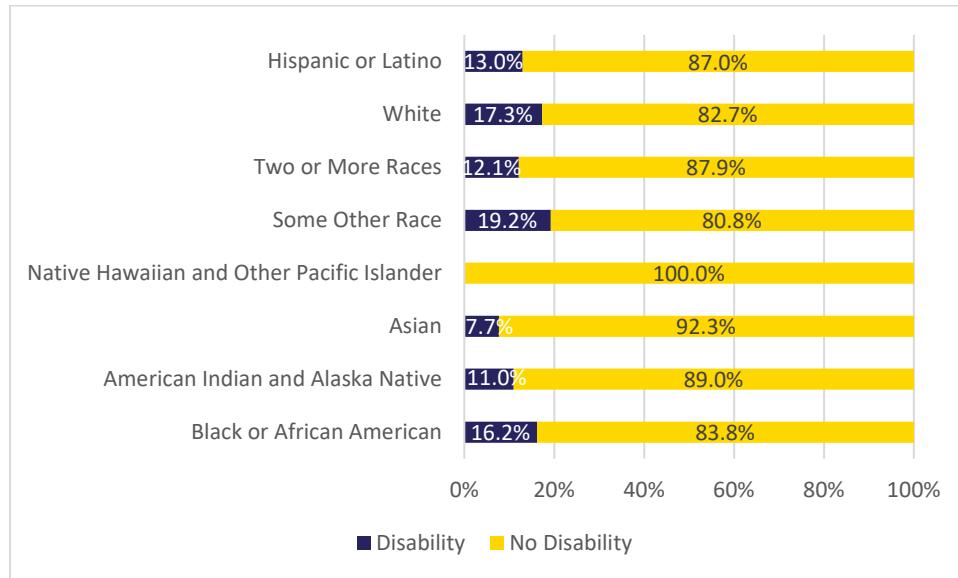


Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

Most Battle Creek residents do not live with a disability; however, understanding the breakdown of non-disabled individuals compared to those living with disabilities is critical when planning for future equity.

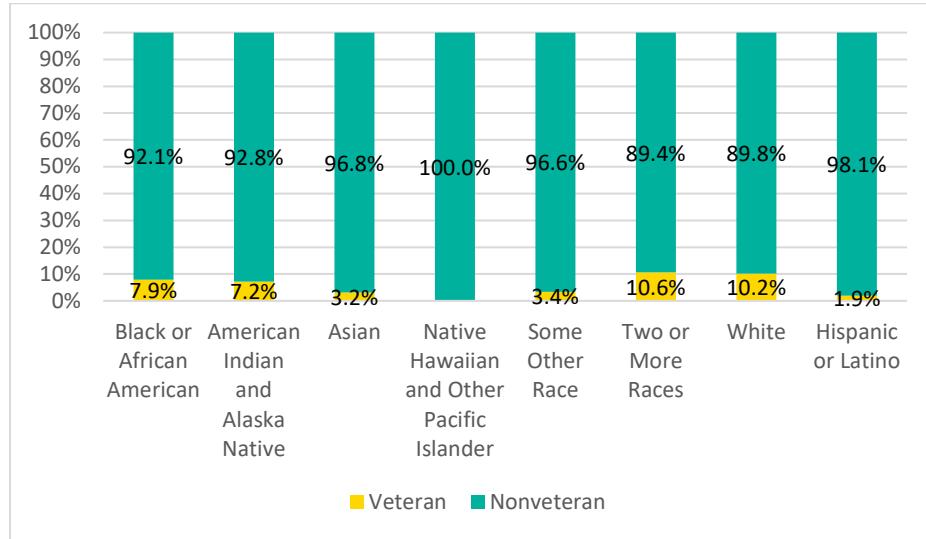
Figure 1-4 illustrates the percentage of those living with disabilities by race. Native Hawaiians and Other Pacific Islanders are the only racial or ethnic group that does not have members living with a disability. This is likely due to the small population of these individuals in Battle Creek. Out of the remaining demographics, Asian Americans are the least likely group to report living with disabilities, with only 7.7% of Asian Americans in Battle Creek reporting living with a disability. In addition, 11% of American Indians (First Nations) live with disabilities. Individuals who identified as two or more races have a population of 12.1% living with disabilities. Hispanic and Latino Americans with disabilities represent 13.0% of their total population. Black or African Americans represent 16.2% of their total population and proportionally represents the third highest group of individuals living with disabilities. 17.7% of White individuals are disabled making it proportionally the second highest group of individuals living with disabilities. This ranking might be slightly skewed by the massive number of white individuals that dominate Battle Creek. Finally, individuals that identified as some other race were had the highest proportions of individuals living with disabilities at 19.2%.

FIGURE 1-4. CITY OF BATTLE CREEK DISABILITY BY RACE/ETHNICITY

Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

The final demographic MGT identified is the distribution of military personnel across Battle Creek. As is demonstrated in **Figure 1-5** most individuals within Battle Creek have never served in the military. Interestingly, by percentage, mixed race individuals are the most likely to be veterans representing 10.6% of their total population. White individuals are the second most likely to be veterans with 10.2% of white respondents having served in the military. No native Hawaiians or Pacific Islanders in Battle Creek are veterans.

FIGURE 1-5. CITY OF BATTLE CREEK VETERAN STATUS BY RACE/ETHNICITY

Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

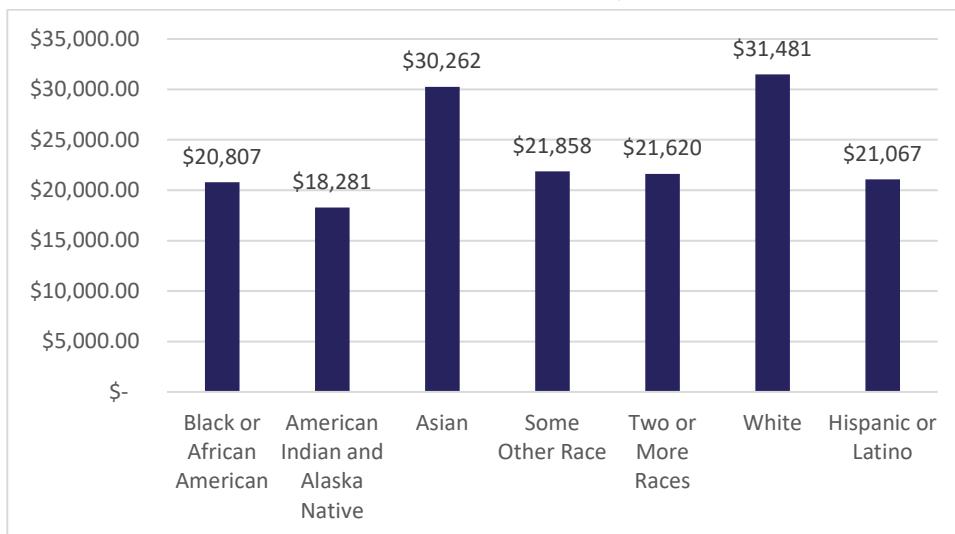
1.4.2 City Economic Snapshot

After establishing the demographic reality of Battle Creek, MGT reviewed variables related to the economic health of the region. This city snapshot includes indicators around average earnings, access to the internet, and health insurance. In concert, these indicators have a substantial impact on one another. For example, lack of access to the internet due to insufficient income can lead to worse health outcomes for an individual or even the community. Therefore, this section establishes a snapshot of Battle Creek's economic health through these interrelated variables.

MGT began the City's Economic Snapshot by investigating the median earnings per person within Battle Creek. MGT compared median earnings by race and sex demographics to establish any disparities in income between sex and race. Across most racial groups, whenever MGT could sufficiently sample both men and women, males make dramatically more than females. According to the Pew Research Center, the estimated US wage gap between men and women in 2020 was \$0.16 ([Barroso & Brown 2020](#)); however, currently in Battle Creek, is slightly narrower, with the average wage gap consisting of \$0.15 on average across the City.

According to the data illustrated in **Figure 1-6**, American Indian (First Nation) people average the lowest average annual earnings. In Battle Creek, the median Income for White Americans is higher than that of other races at \$31,482. Asian American individuals have the second highest median income at \$30,262. Median income then drops by 30% or approximately \$10,000 down to \$21,858 which represents individuals who identified as some other race. Additionally, individuals who identified as two or more races have a median income of \$21,620. Black and African Americans make slightly less than these two prior categories with a median wage of \$20,807. Finally, American Indians and Alaskan Natives make up the smallest median income with only \$18,281.

FIGURE 1-6. CITY OF BATTLE CREEK
2019 MEDIAN EARNINGS BY RACE/ETHNICITY

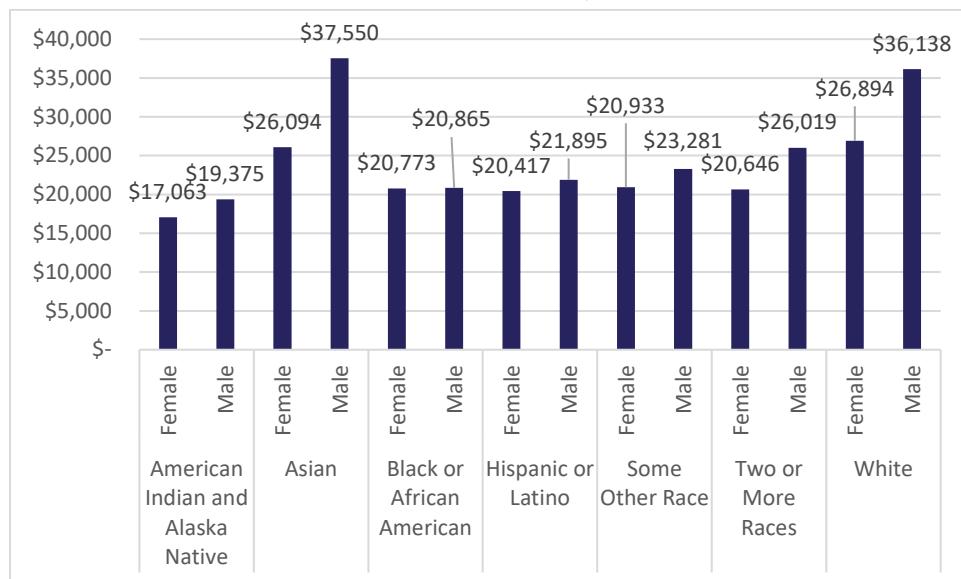


Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

Note: Data for Native Hawaiian and Other Pacific Islanders was not available.

Figure 2-7 Takes the median income presented above and delineates it by gender to demonstrate the wage-gap by gender in Battle Creek. The largest income disparity exists between Asian men and women with a \$11,455 disparity between median incomes. Similarly, the income disparity between white males and white females is \$9,244. This means that the two racial groups with the highest median wage are also those with the largest gendered wage-gap. Interestingly, those that have the lowest median wage have the smallest gendered wage gap. Most notably, Black and African Americans have the smallest gendered wage gap with a difference of \$92.

FIGURE 1-7. CITY OF BATTLE CREEK
2019 MEDIAN EARNINGS BY RACE/ETHNICITY & SEX



Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

Note: Data for Native Hawaiian and Other Pacific Islanders was not available.

TABLE 1-1. WAGE GAP BY RACE

Wage Gap by Race	F:M Earning %
City Wide Average	85%
American Indian	88%
Asian	69%
Black or African American	99%
Hispanic or Latino	93%
Some Other Race	90%
Two or More Races	79%
White	74%

1.4.3 Digital Divide

Internet access is also a key economic indicator that MGT frequently utilizes during our equity audits. The modern globalized economy requires a reliable internet connection to participate. According to Jan A. G. M. Vann Dijk of the University of Twente defines the *digital divide* as “The gap between people who do and do not have access to forms of information and communication technology. These forms are primarily computers and the internet.” (Van Dijk 2017) Van Dijk also offers a framework for understanding the impact of the digital divide. The core arguments of this framework are as follows:

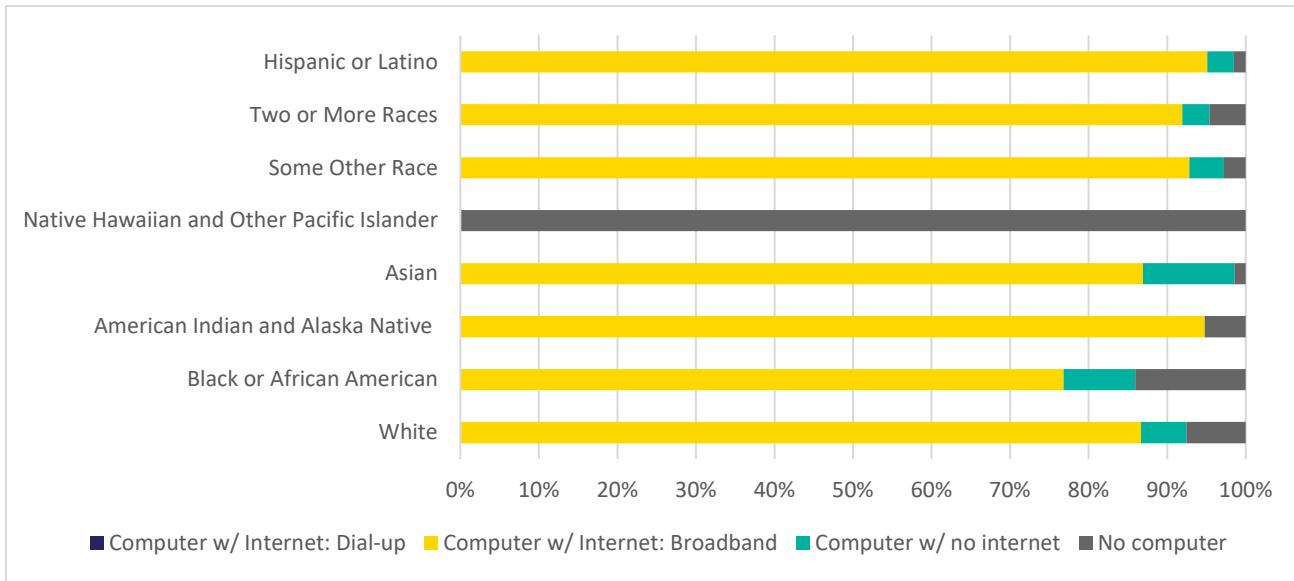
1. Categorical inequalities in society produce an unequal distribution of resources.
2. Unequal distribution of resources causes unequal access to digital technologies.
3. Unequal access to digital technologies also depends on the characteristics of these technologies.
4. Unequal access to digital technologies brings about unequal participation in society.
5. Unequal participation in society reinforces categorical inequalities and unequal distribution of resources.

This framework for understanding the digital divide is crucial as it conceptualizes the digital divide as a process that stems from the distribution of resources vis-a-vie economics. This framing contextualizes the digital divide as clearly an economic issue that simultaneously impacts individuals’ ability to participate in society and accumulate resources. In short, other economic inequities impact the digital divide just as the digital divide reinforces further economic inequality.

To understand the digital divide within Battle Creek, MGT compared individuals with a computer and type of internet connection by race. According to the data illustrated in **Figure 1-8**, The vast majority of individuals have a computer with a broadband connection. Native Hawaiians and other Pacific Islanders report that 100% of these individuals do not have a computer. Black or African Americans are the next most likely demographic to not have a computer with approximately 15% of Black individuals lacking any type of computer. An additional 10% have a computer, but do not have an internet connection associated

with it. Interestingly, Asian Americans have the smallest percentage of individuals without a computer, but the largest percentage of individuals with a computer but without internet access.

FIGURE 1-8. CITY OF BATTLE CREEK ACCESS TO THE INTERNET BY RACE/ETHNICITY

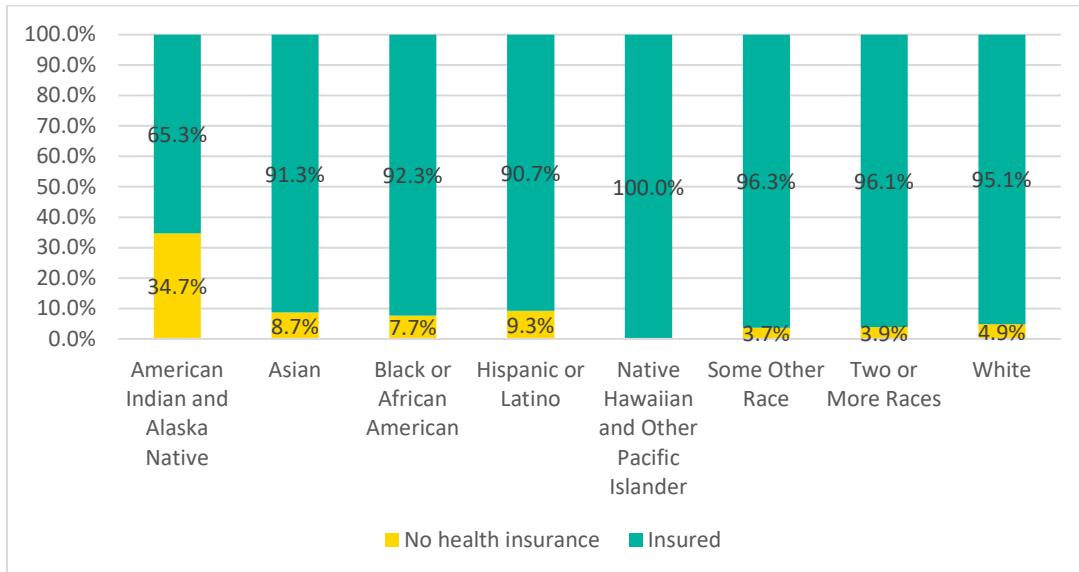


Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

1.4.4 Access to Health Insurance

Access to health insurance was the final economic indicator MGT reviewed. In the United States, health insurance access is closely tied to employment which means that insurance access and healthcare outcomes are results of financial processes and any inequities therein. In Battle Creek, a majority of individuals are insured. 65% of American Indians (First Nations) are insured compared to 34.7% who are not. Asian Americans are insured at a rate of 91% with only 9% of their population being uninsured. Similarly, Black Americans are insured at 92%, with only 8% uninsured. Hispanic individuals were insured at a rate of 91% with 9% uninsured. Finally, White individuals were the most likely to have medical insurance, with 96% covered under insurance and only 4% uninsured.

FIGURE 1-9. CITY OF BATTLE CREEK HEALTH INSURANCE COVERAGE BY RACE/ETHNICITY



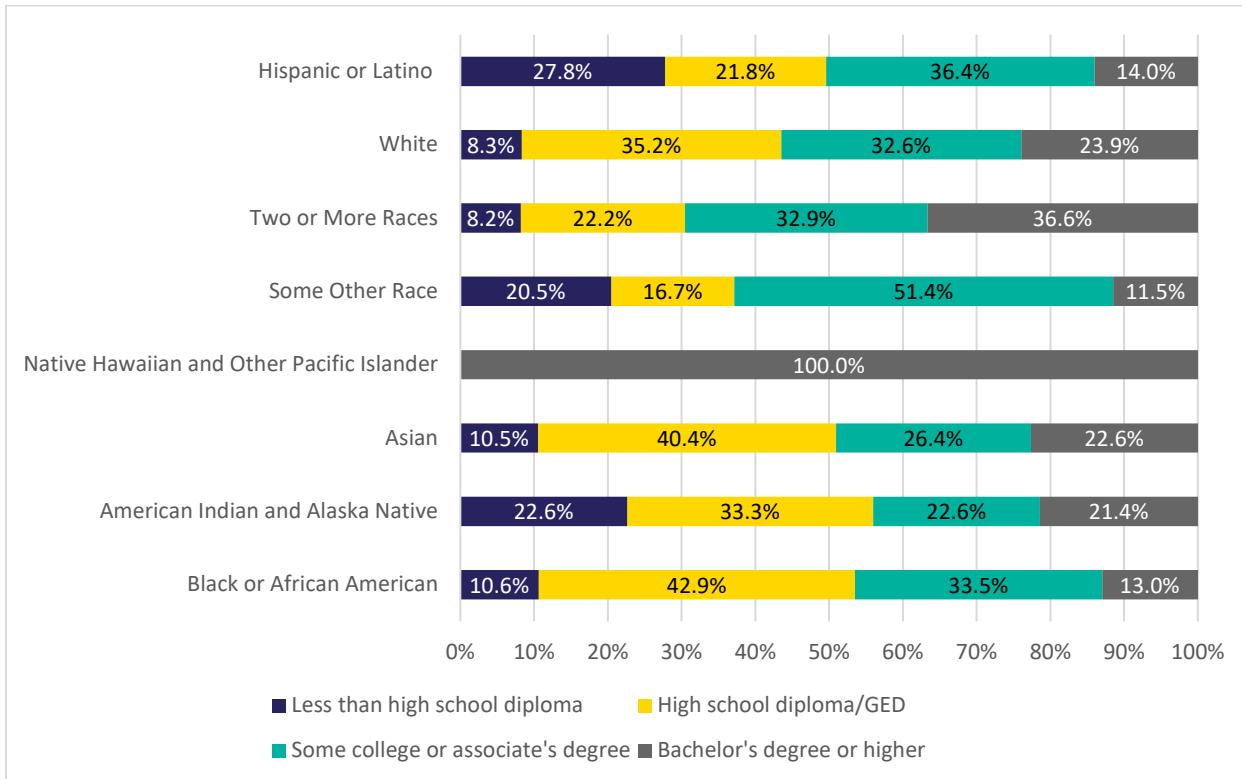
Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

1.4.5 Education

Over the course of any equity audit, educational attainment is crucial to understanding how disproportionality and disparity is manifested in a community. In the City's human resource review, education becomes a particularly vital metric as it indicates who is qualified for various roles and the demographics of those qualifications pertaining to Battle Creek. This next section closely investigates the reality of education outcomes within the residents of Battle Creek.

The following graphic, **Figure 1-10**, contains a summary of the educational attainment across Battle Creek by race. The majority of the City of Battle Creek has achieved a high school diploma with some attendance in college; however, earning a bachelor's degree and beyond is significantly less likely within the City as a whole. Once again, likely due to the small sample size, all Native Hawaiian and Other Pacific Islanders all hold bachelor's degrees or higher. Interestingly, outside of the Native Hawaiian/Pacific Islander demographics, Individuals who identify as two or more races were dramatically more likely than any other racial group to hold a bachelor's degree or higher with 36.6% of their total population holding such a degree. The next closest group are Caucasians who are 13% less likely to hold a bachelor's degree with 23.9% holding this degree or higher. Black Americans and Hispanic/Latino Americans are within 1% of each other when it comes to higher education with 13% of black respondents and 14% of Hispanic respondents holding a bachelor's degree or higher. Finally, while those respondents who identified as some other race have the smallest percentage of individuals who have received a bachelor's degree, they also represent the largest group that has some collegiate experience or an associate degree with 51.4% of their total population falling into this category.

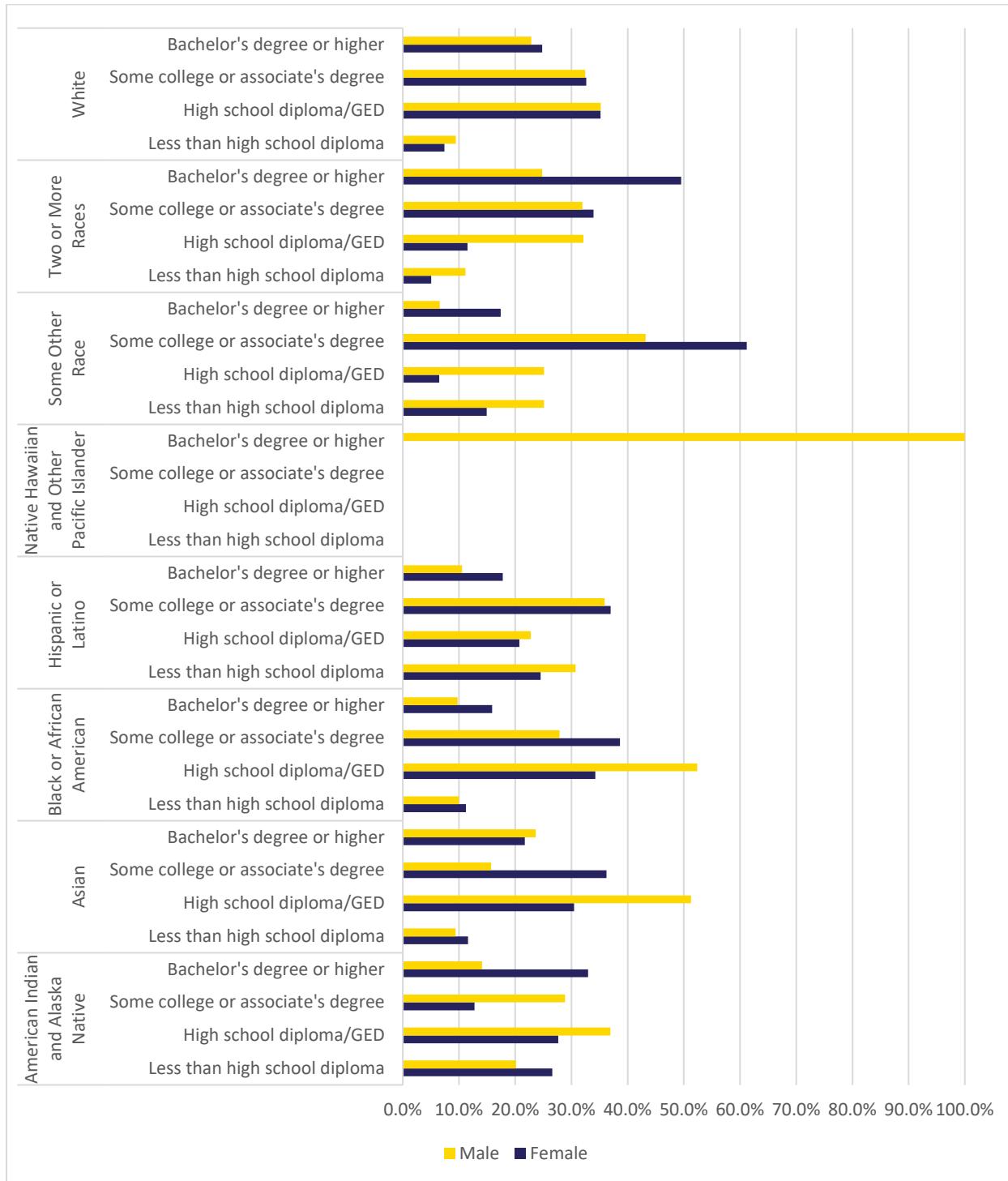
FIGURE 1-10. CITY OF BATTLE CREEK EDUCATIONAL ATTAINMENT BY RACE/ETHNICITY



Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

While **Figure 2-10** is helpful to understand the current snapshot of educational achievement across race and in Battle Creek, but it does not account for gender. **Figure 2-11** takes the original chart and breaks it down by male and female respondents by race. This offers another perspective clarifying aggregate percentage across sex for educational achievement in Battle Creek. This further subdivision resulted in some interesting findings. While individuals who identify as two or more races have proportionally the highest percentage of individuals who hold bachelor's degrees, the vast majority of these individuals are male. Just under 50% of the entire Female population of mixed-race individuals hold a bachelor's degree which is higher than any other single race or gender demographic as it relates to higher education. In comparison about 25% of mixed-race males hold a bachelor's degree which is fairly close to the average for males across race. Conversely, the race and gender grouping least likely to hold a bachelor's degree or higher were Black males which accounts for 9.8% of the total Black male population. Similarly, Hispanic males were also one of the least likely demographics to hold a bachelor's degree or higher with 10.5% holding a degree. It is also of note that both Black and Hispanic/Latina Females are more likely to hold a degree than their male counterparts with 15.9% of Black females and 17.8% of Hispanic/Latina females. While a 6% and 7% difference is not huge, most other categories achieve a much closer level of parity.

FIGURE 1-11. CITY OF BATTLE CREEK EDUCATIONAL ATTAINMENT
BY RACE/ETHNICITY & SEX



Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org.

Note: Data for Native Hawaiian and Other Pacific Islanders Females was not available.

1.5 Summary and Discussion

In 2014, Policy Link, in conjunction with the W.K Kellogg Foundation, conducted an Equity Profile of Battle Creek. The profile detailed the fact that “The City’s demographic mix has shifted. The percentage of residents who are people of color increased from 18% in 1980 to 33% in 2014.” While this is a dramatic increase and speaks to the diversity, Battle Creek itself is in Calhoun County, which is still 90% white. As Battle Creek looks to diversify its workforce, marketing geared towards people of color would likely have the most impact within the city. Additionally, the City would likely benefit from investing in training opportunities for hiring managers to ensure the most up-to-date DEI best practices are being employed. Battle Creek might also consider expanded internship opportunities for high schoolers based on the distribution of ages. There are many junior and senior high school-aged children across Battle Creek. Providing opportunities with the City could potentially create a diverse pipeline of public servants in the years to come by exposing them to public service and the various career offerings therein at a young age.

There is a wage gap between men and women across all racial lines in the city. Currently, women in Battle Creek make 15% less income than men on average. As a government agency, Battle Creek has equal employment protections to protect against pay discrepancies across similar or identical job titles. While these protections are beneficial to have in place, an equally important aspect is who is placed in these roles. The distribution of whom the City retains in which position will considerably impact any wage gap internal to Battle Creek. In the future, the City could benefit from an internal economic impact analysis focused on identifying and reducing racial and gender-based wage deficits.

MGT’s findings related to the digital divide reveal crucial disproportionality when it comes to staffing Battle Creek. As reported, only 5.8% of white families in Battle Creek lack regular access to the internet at home. While these access levels are reflected across most racial lines, 23% of African American households either don’t have a computer (14%) or have a computer without Internet access (9%). In the modern economy, a lack of reliable internet connection can create artificial barriers towards job applications. These barriers can also make targeting these communities more difficult. While each household’s situation is different, a further study into the price, quality, coverage, and distribution of fiber lines could help identify the cause of the digital divide in Battle Creek.

Finally, educational achievement in Battle Creek leaves a large portion of the general public unable to work for the City in any position that requires post-secondary education. This lack of advanced education could dramatically limit diversity of the workforce. To increase the diversity of its staff, Battle Creek could consider relaxing education requirements for specific roles, particularly document processing and other secretarial roles. Another option that the City can avail itself of is creating new positions that do not require post-secondary education. Further, the City could consider starting a professional development program that helps train individuals through certifications or continuing education. Any of these programs, attached to appropriate and effective marketing, can expand the diversity of the people working within the City.

1.6 Initial Recommendations

- ◆ Invest in a broad and compelling marketing strategy for new roles to communities of color.
- ◆ Invest in and incorporate training opportunities to ensure up-to-date DEI best practices regarding talent acquisition.

- ◆ Invest in digital divide mitigation beginning with a study to understand the cause of the divide in Battle Creek.
- ◆ Relax education requirements when unnecessary for a role (i.e. a B.A. is not necessary for document processing).
- ◆ Consider creating new roles that do not require strict education requirements.
- ◆ Consider piloting a credited professional development program designed to help train individuals through certifications or continuing education.

2. Equity Audit of Human Resources

2.1 Policies and Procedures Review and Observations

2.1.1 Methodology

This section summarizes the steps undertaken to review the City's Human Resource (HR) policies utilizing a methodology MGT has refined over the course of 200 disparity and equity studies. In examining the routine application of HR policies and procedures, MGT focused on understanding the hiring process, job descriptions, current employment process, non-discrimination policy, sexual harassment policy, violence prevention policy, and relevant local administrative codes. Battle Creek staff cooperated with the acquisition of documents for review. MGT's approach included collecting and reviewing source documents pertinent to the Human Resource policy review. The methodology included the following significant steps:

- ◆ Identification of key documents related to HR policies and practices researched through the Battle Creek website
- ◆ Communication with Battle Creek's Human Resources Director to obtain any additional critical policy and practices pertaining to Battle Creek's HR policies
- ◆ Detailed review of all documents individually noting key components of DEI for each
- ◆ Aggregate review of documents noting key themes related to the development of DEI throughout
- ◆ Review of Title 10, Chapter 288 in the Battle Creek Code of Ordinances and other applicable chapters
- ◆ Analysis and summarization of data, information, and input gathered throughout the policy review
- ◆ Preparation of the policy review chapter for inclusion in the City of Battle Creek 2021 Racial Equity Audit

MGT's methodology included reviewing various source documents and information pertinent to the HR policy review. The majority of time was spent analyzing the Administrative Code, Fire Department Policy Manual, and anti-harassment and discrimination policies and reporting standards. Important source documents and information collected and reviewed are itemized in **Table 2-1**.

Chapter Sections
3.1 Policies and Procedures Review and Observations
3.2 Employee Engagement
...

TABLE 2-1. DOCUMENTS REVIEWED DURING THE POLICY REVIEW

INDEX	DESCRIPTION
Human Resources Related Documents	
1	2021 City of Battle Creek New Hire Guide
2	Battle Creek Code of Ordinances Title 10, Chapter 288
3	Battle Creek Fire Department Policy Manual 2002
4	City of Battle Creek General Hiring Process
5	City of Battle Creek Education Tuition Reimbursement Program 2014
6	City of Battle Creek Employment Process 1998
7	Family and Medical Leave Policy 2019
8	Finance Service Manager Job Description
9	Public Service Maintenance Repair Job Description
10.	City of Battle Creek Organizational Chart
11	City of Battle Creek Non-Discrimination Policy 2005
12	City of Battle Creek Sexual Harassment Policy & Reporting Form
13	Policy Statement for the City of Battle Creek on Violence in the Workplace 2016

2.1.2 Policy Overview

MGT used a multi-faceted approach to conduct the review and prepare this summary, which included collecting and reviewing relevant source documents as articulated above. The thirteen different documents cover programs and policies designed to create an equitable work environment across Battle Creek and diversify the workforce. In addition, as part of the equity assessment, MGT reviewed requirements for the programs highlighted in the following section. Due to the unique nature of negotiations with collective bargaining organizations, MGT did not review or make recommendations on current collective bargaining agreements. Through this review, MGT sought to determine if policies or conditions limited the pool of candidates or create built-in barriers that adversely impact diversity, equity, and inclusion.

Exhibit 3-2 is a copy of the rubric used to analyze the policy documents received by MGT. In general, the policies provided to MGT demonstrate a commitment to establishing an equitable workplace; however, the City can improve in some areas to better reflect the diversity of the community as a whole. For example, Battle Creek uses gendered language throughout the records. In addition, the use of specific gendered pronouns such as she/her/hers or he/him/his is not considered a best practice. Generally, best practices dictate that organizations seeking to increase diversity and inclusion should consider using gender-neutral terms whenever possible. There are two reasons for this distinction. First, using a binary gender entrenches normative binary genders, alienating a large portion of the LGBTQIA+ community. Second, gendered pronouns can cause the perception of excluding women and genderqueer individuals as male-dominated language is usually the default.

Battle Creek has also done an excellent job laying out the reporting standards for sexual harassment, non-discrimination, and violence prevention. However, Battle Creek can do more to ensure that it is a

workplace that does not tolerate any harassment or discrimination. One aspect which is noticeably absent from these policies is continued multicultural education. Current scholarship suggests a disposition of active anti-discrimination must be adopted, which typically includes continued multicultural education. Continuing multicultural education and events are frequently used to educate people across cultures. This education can take many forms, but Battle Creek should communicate these expectations to all employees.

Finally, while Battle Creek does an excellent job communicating its anti-harassment policy, the specifics such as anti-retaliation and whistleblower protections are not enumerated in the policy. While the policy does offer confidentiality, other factors contribute to the likelihood that potential harassment is reported. Specifying these policies in the harassment policy is a best practice in this regard. The same holds true for the anti-discrimination policy. Multiple documents articulate the existence of an anti-harassment policy indicating the structure of the adjudication of harassment complaints; however, there is a lack of stated remedies and antiretaliation for the victims of such acts. While it is clear that discipline of the offending individual would occur, this does not offer any meaningful support or remedy for individuals that were the victim of this harassment or discrimination. Simply having an anti-harassment reporting plan is insufficient to combat harassment in the workplace. Failing to layout remedies or antiretaliation available to victims of harassment is more likely to silence victims than to encourage them to speak out against workplace abuses. Therefore, Battle Creek's various departments should codify a consistent structure of remedies and antiretaliation across all anti-harassment, anti-discrimination, and violence prevention policies.

TABLE 2-2. CRITICAL BEST PRACTICE RUBRIC

Document Rubric	Evaluation
HR programs and policies show many attempts to make a good faith effort to be free of confusing language and jargon.	<ul style="list-style-type: none"> Good overall. When jargon is unavoidable, several policies or documents include definition sections for added clarity of language. This can be helpful for ensuring a common understanding of any technical terms that are used.
HR policies show some good faith towards employee diversity, equity and inclusion.	<ul style="list-style-type: none"> The City does have policies and procedures in place that address workplace discrimination and harassment. There are inconsistencies when using gendered language and pronouns. This runs a very high risk of alienating LGBTQIA+ communities, especially with regard to members of the Trans community. Utilizing gender neutral language is a best practice that can be employed to combat this type of exclusion. Anti-harassment/discrimination policies state/include protected classes (race, color, religion, national origin etc.). Certain policies/programs could be more equitable / make efforts to ensure all employees have equal opportunity to engage or take advantage of the benefit (i.e. Education Reimbursement, see section 3.1.3 of this report; maternity leave to include adoptions/fathers).

Document Rubric	Evaluation
Programs/policies encourage multicultural and intercultural understanding.	<ul style="list-style-type: none"> There appears to be a lack of effort to provide training or education on workplace harassment/discrimination (except in Fire Dept. Policy Manual) and/or to promote multicultural/intercultural understanding. Most research suggests that being "race neutral" and "colorblind" is not sufficient to combat inequities and that a position of anti-discrimination is the only way to combat discrimination. Therefore, it is of paramount importance that Battle Creek develop programs to help develop multicultural inclusion and educate on important issues around harassment/discrimination.
Program or policy, in some cases, proactively helps facilitate professional and/or career development.	<ul style="list-style-type: none"> Education Reimbursement Program provide professional development/career growth opportunities. However, Battle Creek may wish to consider an expansion to include the cost of books which tend to be a unique burden for students. General Hiring Process includes provisions/process for posting job openings internally; allows current employees a chance to apply to any/all openings. Fire Dept. Policy Manual includes a Training Policy. Includes language to encourage members to participate in advanced training/education and that a training needs assessment will be conducted annually.
Anti-discrimination, anti-harassment and workforce violence policies, in most cases, provide employees with clear directions for reporting, investigation, solution and appeal process.	<ul style="list-style-type: none"> Policies provide a general process for reporting, investigations, appeals (included basic information on who to bring complaints to, who will conduct the investigation, the period for investigations/appeals, etc.). There is a lack of stated remedies, such as back pay, promotion, injunctive relief and policy change, compensatory damages for pecuniary loss, emotional pain and suffering, mental anguish, and any action that will make the victim whole (put the victim in the condition they would have been in but for the discrimination). Further, Battle Creek does not provide trainings related to avoiding and reporting harassment in the workplace. It is incumbent on the City of Battle Creek to actively combat discrimination and harassment by providing specific steps and actions afforded to anyone experiencing discrimination within their workplace. Fire Dept. policy was more detailed on processes and employee/supervisor responsibilities.

Document Rubric	Evaluation
<p>Talent acquisition employs a lens of diversity, equity and inclusion throughout the hiring process.</p>	<ul style="list-style-type: none"> ◆ Job descriptions mention that reasonable accommodations may be made for an individual with disabilities, however, there is no mention of reasonable accommodations in the Employment Process document and/or, how HR officers may be empowered to support employees who may need such accommodations. ◆ Employment Process document states the City is an Equal Opportunity Employer and supports Affirmative Action. ◆ For positions that do not require an applicant to drive/operate a vehicle, the City may want to change language to "Valid Driver's License or other valid form of identification".
<p>Hiring practices ensure some accessibility resources for individuals with disabilities.</p>	<ul style="list-style-type: none"> ◆ Did not locate language or procedures referring to accessibility resources for disabled individuals in the Employment Process/ Hiring Practices documents. Job descriptions do state that reasonable accommodations may be provided. Specific accommodations should be included to encourage those with both visible and invisible disabilities to take advantage of accommodations in order to maximize their roles. Some example of accommodations include: <ul style="list-style-type: none"> ○ Provide Alternative Feedback Formats: ie. A supervisor gives feedback in writing, rather than verbally, for an employee who communicates better through written materials. ○ Accessible Parking: An employer changes its practice of only offering parking to upper management to allow an employee who is unable to walk long distances access to a reserved parking spot close to the building. ○ Service Animals: An employer reasonably changes their office's "no animals" policy, in order to welcome an employee's service animal. ○ Equipment Change: An employer purchases software that magnifies the computer screen to allow an employee with low vision to correctly enter and read information on the computer. ○ Reorganization of the Role: The employer provides a checklist to ensure task completion for an employee who has an intellectual disability. ○ Reassignment: Reassignment is the reasonable accommodation in some situations. An employer may reassign an employee to an open position if the employee

Document Rubric	Evaluation
	<p>can no longer perform the essential functions of their current job. The employer does not have to create a new position, no other employees need be transferred or terminated in order to make a position vacant for the purpose of reassignment, and the individual with a disability should be qualified for the new position.</p> <ul style="list-style-type: none"> ○ Resource: The Job Accommodation Network offers specific examples of disabilities and accommodations as well as methods of accommodating employees. This could prove to be a strong resource for Battle Creek: https://askjan.org/a-to-z.cfm
HR actively utilizes clearly defined communication channels to efficiently distribute information organization wide.	<ul style="list-style-type: none"> ◆ Hiring Practices outlined where information would be posted / the channels that should be followed. ◆ Except for in the Fire Policy Manual and Workplace Violence, we did not see information on how certain policies would be communicated to employees (training, being given copy of policy at employment, etc.)
Discrimination and harassment resolution process and available remedies show some attempts to be detailed.	<ul style="list-style-type: none"> ◆ Policies could provide more detail on certain aspects such as supervisors/HR responsibilities or available remedies, however, overall are standard.

2.1.3 SWOT Analysis of Documents

In addition to the generalized rubric detailed above, MGT completed a SWOT analysis of the various documents identified in **Table 2-2**. A SWOT analysis is a tool used to determine the Strengths, Weaknesses, Opportunities, and Threats to programs or policies. Strengths and Weaknesses are self-explanatory and, in this context, refer to elements of documents that actively increase DEI across the City. Opportunities are how weaknesses identified may be shored up. Finally, threats are significant internal or external issues or barriers that could adversely impact increasing and embedding DEI in the City's practices.

Battle Creek 2021 New Hire Guide – The following is a SWOT analysis conducted on the Battle Creek New Hire Guide.

Strengths

The New Hire Guide clearly and concisely demonstrates the benefits that Battle Creek affords employees. It does so in a way as clear of complicated industry jargon where possible and clearly defines terms when necessary. Battle Creek lays out general expectations.

Weaknesses

While Battle Creek's New Hire Guide is constructed to be clear to the common person, a few key aspects appear to be missing. There is no information related to parental leave despite the Administrative Code's employment provisions guaranteeing maternity leave and FMLA.

Opportunities

Battle Creek should edit the New Hire Guide to include language that clearly states the maternity leave policy per Title 10 Chapter 294.06 of the Battle Creek Administrative Code, which establishes a legal right to maternity leave while employed with Battle Creek. While FMLA pay is addressed in a separate document, including a brief one-pager will help introduce and reinforce the allowances granted by this policy.

Threats

MGT did not identify significant threats to DEI within the status quo as established by the document in question.

Battle Creek 2021 Administrative Code – The following is a SWOT analysis conducted on Title Ten of the Battle Creek 2021 Administrative Code Chapters 288-296.

Strengths

This document clearly outlines the steps for the employee grievance procedure in Chapter 296.1. The language is typical for a legal document of this nature. The Administrative Code assigns appropriate weight to definitions, and, despite the technical nature of the document, it is easy to follow. While this may not be easily accessible for the common person, it effectively communicates the policies, legal rights, and responsibilities of the employee/employer relationship within Battle Creek.

Weaknesses

- **Gendered Language** - The statutes frequently use the phrase "his or her" - exemplified in Chapter 290.3(c) - in an admirable attempt to be inclusive. Recent advancements in gender studies would suggest that this formulation of as a binary reinforces heteronormativity and excludes many identities under the larger LGBTQIA+ umbrella. Further, under Chapter 296.06, there is an apparent attempt to use inclusive language when discussing public safety officers as "firefighters" and "police officers" are used as gender-neutral terms; however, the retirement funds referenced use the gendered terms "Policeman" and "Fireman." These terms refer to a specific institutional system, but Battle Creek should consider renaming these institutions as their naming is archaic at best and exclusionary at their core. Finally, chapter 296.08 specifically uses the gendered pronoun "his" in a place with no compelling reason to use this gendered language.
- **Grievance Policy** - While this document lays out the employee grievance policy, there is little structure for the proper adjudication of any filed grievances, including a timeframe for an expected resolution. It is unlikely that an employee will stay with Battle Creek indefinitely while their grievance is decided.
- **Maternity Leave** - Finally, the maternity leave policy is enumerated under these provisions. The maternity leave offered by Battle Creek is more than many employers provide; however, the maternity leave policy excludes adoptions and time for fathers to acclimate to

their new reality, which is common in other developed nations. Further, three months of maternity leave is significantly under the average of other developed countries, which generally give 4 to 6 months.

Opportunities

Battle Creek can address each of the three above weaknesses in a reasonably straightforward manner. Using Microsoft Word's find and replace function, a motivated paralegal can eliminate gendered language in a single afternoon. As far as maternity leave is concerned, this would likely take the most work to reconstruct. Future analysis should consider looking to other organizations with parental leave policies offered to fathers as well as mothers.

Threats

Each incident of gendered language within this document could be attributed to a fluke or carryover from earlier drafts and iterations of these administrative codes. The resulting document comes across as feigning diversity, but in reality, frequently demonstrates gender bias based on the language used throughout. For those closely attuned to these issues or are regularly discriminated against based on gender, this consistent use of gendered language excludes many people and perspectives representative of global diversity.

BCFD Policy Manual – The following is a SWOT analysis conducted on the Battle Creek Fire Department Policy Manual.

Strengths

The BCFD Policy Manual exemplifies policies that create and support DEI within Battle Creek. Expectations of behavior and conduct are enumerated alongside sections on anti-discrimination, oppression, or favoritism. The policy manual also states that all staff members will be provided with a copy of the anti-harassment policy during orientation and expresses that the BCFD holds annual anti-harassment training. Regularly scheduled training like this helps ensure that every member is aware of what constitutes harassment and the recourse available to victims. Coupled with the anti-harassment policies is a prohibition against retaliation. This prohibition prevents retaliation against employees who oppose a practice because it is unlawful, unethical, or discrimination or for taking part in an investigation related to the same. The BCFD also provides time and facilities for lactation breaks which helps ensure the inclusion of new mothers.

Weaknesses

While the BCFD does an excellent job expressing its anti-harassment policy and training regime, there are no explicit recourse or remedies expressed as to the results of anti-harassment investigations other than a generalized “disciplinary action.” The document also uses gendered language throughout, which marginalizes members of the LGBTQIA+ community and is largely unnecessary. Finally, the documentation received by MGT does not enumerate any specific maternity leave policy as outlined in Title 10 Chapter 294.06 of the Battle Creek Administrative Code. Including this policy demonstrates a commitment to ensuring young parents can spend time bonding with their newborns and demonstrating a commitment to equity and inclusion across different life experiences.

Opportunities

Battle Creek could remedy the above weaknesses by adding a section in the anti-harassment policy enumerating the remedies of harassment claims found to be valid. Additionally, removing unnecessarily gendered language will expand the inclusion of LGBTQIA+ individuals and undermine the historical view of public safety roles being male dominated. Further, Battle Creek should consider adding a section on the Maternity Leave rights granted through the Administrative Code.

Threats

Under the status quo, there are no significant threats to DEI. Implementing the recommended changes would strengthen the equitable rhetoric used within the document but would not significantly change the content or purpose of the BCFD Policy Manual.

General Hiring Process and Employment Process – The following is a SWOT analysis conducted of two related policies: Battle Creek's *General Hiring Process* and *Employment Process*.

Strengths

The *General Hiring Process* outlines the steps for hiring managers to post available roles. This document also clearly defines communication channels for the efficient distribution of information organization-wide and beyond. The *General Hiring Process* is also equipped to assist in the professional advancement of individuals employed with Battle Creek. The *Employment Process* policy document reaffirms Battle Creek's position as an equal opportunity employer. It establishes the framework for employment in the City for a multiplicity of full-time, part-time, and seasonal roles.

Weaknesses

The *General Hiring Process* is a brief general document that does not have any significant flaws. However, the *Employment Process* has some features that Battle Creek should reconsider. There is no ADA statement to ensure accommodations for disabled individuals. Further, while testing requirements are not uncommon for many positions, these requirements could alienate qualified candidates who cannot take the test due to disabilities or require special testing accommodations. Further, according to the ADA, employers can only require a physical examination if an offer of employment has been made. The *Employment Process* strategies do not make this clear, which could lead to legal vulnerabilities down the line.

Opportunities

Consider including a section on ADA accommodations and acknowledgment that all employment processes are subject to reasonable accommodations per ADA guidelines. It would also likely be helpful to enumerate that any required physical must be contingent upon a valid offer of employment.

Threats

Ensuring that the employment processes are ADA compliant is crucial to ensuring access to roles with the City of Battle Creek and to protect against potential legal liability.

Education Reimbursement Program— The following is a SWOT analysis conducted of Battle Creek's Education Reimbursement Program.

Strengths

The fact that this policy exists demonstrates the City's commitment to DEI by allowing its employees to develop personally and professionally through continued education. Sponsored education can help those who would not otherwise have these opportunities gain access to better jobs within the City and beyond.

Weaknesses

Courses must be approved by the City and scheduled outside of the employee's regular work hours. While many continued and higher education institutions do account for "nontraditional" students - meaning those unable to attend during normal business hours – by offering night and online classes, this might exclude some people with other obligations, such as single parents or adult children taking care of elderly parents. Another potential weakness of the program is that it only covers approved costs and fees associated with tuition costs and explicitly does not cover books and supplies. According to US News, students spend approximately \$1,240 on books and supplies per year, totaling between \$400-\$600 per period (dependent on semesters or quarters). This added cost could represent an insurmountable cost that prohibits otherwise qualified individuals from accessing the benefits of this program. Those negatively impacted by this policy would be those who could benefit the most from education assistance.

Opportunities

Consider expanding the program to cover the costs of books and supplies partially or entirely. Additionally, consider creating a program to help facilitate identification and placement into a program designed for nonorthodox students that work in harmony with individuals' personal lives.

Threats

MGT did not identify significant threats to DEI within the status quo as established by the document in question.

Nondiscrimination, Anti-Harassment, and Violence Prevention Policies – The following is a SWOT analysis of Battle Creek's various discrimination and harassment prevention policies.

Strengths

All three of these documents establish the rights and responsibilities afforded to employees of Battle Creek. Additionally, the documents include reporting standards and processes to file a complaint related to discrimination, harassment, and violence. The anti-harassment policy provides a definitions section to ensure clarity, and the anti-harassment policy guarantees protection against retaliation or discrimination due to the filing of a complaint.

Weaknesses

None of these documents outline measures to be taken to ensure the safety and security of victims during the investigation. This lack of protection could keep individuals from coming forward with reports of misconduct. Further, while the violence prevention policy provides annual training requirements,

neither the sexual harassment nor non-discrimination policy is associated with any mandatory training. While training is not necessary for anti-misconduct policies to succeed, it is considered a best practice to have regularly scheduled training for all three of these policies. The Violence Prevention and Non-Discrimination policies do not have an antiretaliation clause that lessens an individual's chance to file a complaint. Finally, page 3 of the non-discrimination policy indicates that "Persons complaining may ask for anonymity during all or part of an investigation...[but] there is no right to or guarantee of anonymity." This provision in the policy may discourage employees from reporting acts of workplace violence for fear of retaliation.

Opportunities

Battle Creek should write antiretaliation clauses into each of these policies. Employees must know that they have the power to report misconduct and know they will be safe in doing so. Simply having the channel available is insufficient, and it is incumbent on Battle Creek to address this to create a safe environment for reporting misconduct. Since Battle Creek already has continued training around violence prevention, it might be feasible to include anti-harassment training and anti-discrimination training alongside the existing program. Otherwise, separate training for these topics should be regularly administered by the City.

Threats

The fact that there are little to no whistleblower protections written into these policies could dramatically reduce the efficacy of the guidelines. If the purpose is to have reporting standards for these prevalent issues, then the procedure is sufficient as it stands; however, if the goal is to create a safe work environment, the policies fall short of the mark.

2.1.4 Civil Service Act 78 Analysis

In addition to the policies and practices outlined, Battle Creek requested a review of the impact of Act 78 of 1935 on equity within civil service. The Michigan Compiled Laws Section 38: Act 78 of 1935 (MCL 38.501-38.518) establishes the civil service commission within municipalities of Michigan. In addition, this act provides a framework that each city is legally obligated to follow to recruit into civil service. Act 78 establishes that applicants to police and fire services must pass an examination with 70% or more; however, the interpretation and application of this and other statutes are delegated to the municipalities within Michigan. MGT has completed a review of this interpretation and operationalization of Act 78 by the City of Battle Creek on civil service, namely hiring in the fire department.

To operationalize Act 78 the Battle Creek Fire Department uses a three-step process. First, an applicant must complete a written examination assessing their technical knowledge of fire-fighting and public safety. Upon completing the exam, the applicant is then required to take a physical readiness examination tied to mission-critical objectives. The applicant is assigned a flat pass/fail grade. Assuming the applicant passes the physical readiness examination, they must undergo a scored panel interview held by a mix of city officials and community members. If the applicant passes the interview and test with more than 70% overall score, they are eligible for placement onto the Battle Creek firefighter eligibility list. Once published, the eligibility list is in place for two years before it is updated with a new set of candidates. Candidates are ranked on the eligibility list by their overall performance across all three application steps. The Battle Creek Fire Chief is only allowed to interview potential candidates in order of their appearance

on the eligibility list. While this might seem like a fair method of determining fire eligibility, several factors negatively impact the potential for diversity and the quality of firefighters available to Battle Creek.

The fire eligibility test is procured through the International Public Management Association for Human Resource (IPMA-HR). The IPMA-HR provides various assessment solutions for civil service, including fire safety. The version of the test administered by Battle Creek is the FF-EL 100 series which IPMA-HR claims is backed by “Extensive research [which] has shown that the FF-EL 100 Series has no significant differences in assessment scores by gender, and minimal differences in assessment scores between racial/ethnic groups.” Therefore, the choice of test likely does not contribute to inequitable hiring practices. Best practice research indicates it is common for a professional fire department to have a fire department hiring academy that potential firefighters must undergo regardless of prior fire training. The FF-EL 100 and other members of the FF-EL family include testing on the technical knowledge of the fire-fighting profession and assumes a certain level of prior knowledge. Battle Creek administers this test as the first step in becoming a firefighter for the City. Therefore, someone that has received previous firefighter training or volunteered as a firefighter would have a significant advantage over a layperson. While neither the statutorily required 70% passing grade nor the prior knowledge required on the test independently create a barrier to equity, it is unclear whether it is possible to pass the FF-EL with a 70% without prior knowledge. Battle Creek must consider whether or not it is possible to pass the FF-EL 100 with a 70% or more without any technical knowledge of fire-fighting. If it is not possible, this testing requirement creates inequities within hiring.

The physical examination is administered with a simple pass/fail grade. The activities involved in the physical examination are tied to mission-critical tasks; however, most of the functions involve significant amounts of upper body strength. As research demonstrates, women tend to have less upper body strength than men; however, a 2016 paper on the subject found that men and women build upper body strength at the same rate. Further, a paper released by the American College of Sports Medicine in 2008 titled Differences in Physical Fitness of male and female recruits in Gender-Integrated Army Basic Training found that successful completion of basic military strength training resulted in a narrowing of gender differences by 4%, suggesting that specific training could help narrow disparities in upper body strength. Since the City of Battle Creek offers no training before the physical exam and requires citizens undergo this examination for consideration of training, this policy has a strong potential to discriminate against female applicants. The physical examination is assigned a pass-fail grade; however, this does not accurately represent an applicant’s capabilities. As a minimum, each activity should be scored independently on a numeric scale, and to comply with Act 78 should require applicants to achieve a minimum of 70%.

The final step for a potential firefighter to be placed on the eligibility list is to be interviewed by a three person panel which includes a community member, a human resource representative, and a representative from the City Clerk’s office to provide oversight and compliance with Act 78. To its credit, the City has standardized the interview rubric and scorecard in order to quantitatively assess the interview results. The interview assesses six different “Performance Skills” as follows:

- ◆ Teamwork
- ◆ Continuous Learning
- ◆ Customer Service

- ◆ Stress Management
- ◆ Effective Working Relationships
- ◆ Observed Communication

For each performance skill, the interview guide provides specific questions to ensure consistency across interviews. Interviewers proceed to rate the answer to these questions on a scale of 1 to 5 with a score of 1 being "Exceptionally Poor" and 5 being "Superior." A "Consensus Score" is determined for each of the 5 questions determined by averaging each of the interviewers scores. For example, a question where the interviewers scored the applicant at 3, 4, and 5 would yield a consensus score of 4.00. At the end of the interview all of the consensus scores are added together and multiplied by 2 for a total possible score of 50 points (5 questions x 5-point consensus x 2 weighting). The performance skill of effective communication does not have its own dedicated question and is scored separately from the five questions provided in the interview guide. Each interviewer rates the applicant's overall communication effectiveness using the same 1 to 5 scoring system and a consensus score is obtained in the same manner as described above. What is different is that instead of multiplying the consensus score by 2 the consensus score is weighted by 10 for a total of 50 points (1 question x 5 point consensus x 10 weighting).

Despite appearing convoluted when written down, the interview process is fairly straightforward, but does allow for some biases to come into play. In particular, the uneven distribution of weights in the interview process could lead to small biases having huge impact. Every point a person loses under effective communication is worth 5 times as much as a point anywhere else in the interview process. If, for example, an interviewee scored a perfect score in questions 1-5 and had a speech impediment. If just one interviewer has an unrealized bias against the disability presented and rates the interviewee at a two instead of a five due to this bias, it would result in an overall 10% change in the final interview score. If all three interviewers reviewed this candidate at a 2 due to this speech impediment, it would result in a total of 30% which would immediately take a perfect candidate down to the minimum eligibility limits as established in Act 78. Based on the documents MGT has received, it appears that Battle Creek is not in the habit of regularly handing out perfect interviews which demonstrates that this impact could be further exaggerated if interviewers bring in conscious or unconscious biases. The City must consider this question: is effective communication five times more important than teamwork, continuous learning, customer service, stress management, and effective working relationships within the Battle Creek Fire Service?

If an applicant can make it through the process as laid out above, they are placed on an eligibility list that the Battle Creek Fire Chief must hire based on the average score of the written exam and interview. This means that the impact of biases brought into the interview portion would have even more impact. It seems odd that Battle Creek would focus so heavily on scoring a qualitative assessment like this interview quantitatively and not applying the same detail level to the physical exam. The combination of the three-step process and the legal realities of Act 78 appear to have created disparities in hiring potential firefighters. For example, in Michigan, about 6% of firefighters are female. Over the last decade of eligibility lists, there have been 4 female names to appear on the list out of 200 names received. This amounts to 2% of the eligibility list for potential candidates which is less than half of the 6% female fire fighters in the state.

When it was first implemented in 1935, Act 78 was designed to replace the spoils system which was remarkable for having high turnover and even higher inconsistency. Thus, in 1937 the state of Michigan

implemented the Civil Service Act now generally known as Act 78. This act was used for hiring into the civil service for the cities and counties within Michigan, but this policy has become outdated. In Battle Creek the passage of a charter amendment excused the Police Department from operating under Act 78 and the continued use of Act 78 appears to be a relic of its time that presents significant barriers towards equity. As laid out in the operationalization of act 78 above, the Fire Chief must select candidates in order of their appearance on the eligibility list. Placement on the list itself should be sufficient for qualification, differences in the placement on the list do not meaningfully translate to quality in the field. Based on the eligibility lists received by MGT, it was determined that there is an average variance of 20% between the highest rated individual on the list and the lowest individual. Further, the standard deviation of all the scores on the entry level Firefighter lists is 5.6% meaning that most scores are within 5% of one another. This indicates that the bulk of potential firefighters are virtually comparable based on the model that Battle Creek currently uses. Mandating that the fire chief hire solely based on the placement of the list creates a huge barrier towards equity, especially given that there is limited differences in firefighter eligibility.

2.1.5 Policies and Procedures Summary and Discussion

The City of Battle Creek has demonstrated a commitment to the principles of DEI within the HR documentation identified for this review. While the City has clearly incorporated principles of DEI within the documentation provided there are some overarching concerns that should be addressed and may be barriers to the City's DEI goals. Many of the documents involved in this review use gender neutral language while others fail to do so. Several rights granted to workers under the Battle Creek Administrative Code (BCAC) are not enumerated in the policies we reviewed. For example, the New Hire Guide does not address the existence of the Maternity Leave Policy as established in the BCAC. Additionally, the policies have a lack of continued training especially as it relates to anti-harassment and nondiscrimination. In general, organizations most successful with their DEI practices include regularly scheduled training related to these topics. This not only guarantees that staff are appropriately trained on responding to harassment and discrimination, but it also helps ensure that staff are on the same page with the definition and remedies for harassment and discrimination.

Systemic inequality or institutional inequality refers to the propagation of facially race neutral policies which end up uniquely targeting specific - always minority - populations. This systemic inequality is often propagated by existing institutional policies from local governments to the national level. One key factor to any DEI review is to ensure that any systemic inequalities are identified and addressed in a manner that not only ceases the propagation of inequality, but also repairs the damage done to communities. Malcolm Shabazz once famously said "If you stick a knife in my back nine inches and pull it out six inches, that's not progress. You pull it all the way out, that's not progress. Progress is healing the wound that the blow made." Based on the documents provided by Battle Creek, there is no current ongoing systemic oppression of individuals in the Battle Creek workforce. These findings do not necessarily mean that institutional oppression does not exist within Battle Creek, but that within the limited scope of the HR policies used for internal governance of Battle Creek staff there is no evidence to suggest the propagation of systematic inequalities.

2.1.6 Recommendations for Policies and Procedures

1. Expand New Hire Guide

- ◆ As established per Title 10 Chapter 294.06 maternity leave is a legal right granted to individuals working at the City of Battle Creek as separate from FMLA. We recommend expanding the new hire guide to highlight this fact. This demonstrates a higher level of equity and makes the City a more attractive place to work.
- ◆ Adoption and Fatherhood: Consider including opportunities for all people to bond with new born or adopted children. By only explicitly offering this to women, it tacitly reinforces the idea that women exclusively are caretakers while men ought to be breadwinners, which is an archaic notion.

2. Remove Gendered Language
 - ◆ Gendered language is used throughout. MGT recommends eliminating gendered language including the use of combined genders such as "his/her" and replace it with gender neutral language such as "they," "them", or "their."
3. Add ADA Guidelines
4. Expand Education Reimbursement
 - ◆ MGT recommends increasing the amount of tuition assistance offered to student employees. Due to the increased incurred cost, Battle Creek could consider scaling the amount available to employees based on years of service.
 - ◆ MGT recommends increasing tuition assistance to the average cost of 6 credits (2 classes) per year. For the state of Michigan this is approximately \$2,400/year.
 - ◆ Other municipalities MGT has consulted with have opted to provide books and supplies while maintaining smaller course assistance. For example, Battle Creek might offer \$1,200 (1 class) in tuition assistance, but assist the other 5-6 classes with books and supplies.
5. Add Anti-Retaliation and Whistleblower Protections
 - ◆ While Battle Creek does have a robust anti-harassment policy, it should be bolstered with specifically enumerated whistleblower protections including:
 - a) What is covered
 - b) Who is protected
 - c) Who can be disclosed to
 - d) Investigative responsibility
 - e) Remedies
 - ◆ Battle creek should also add an injunctive remedy to its anti-harassment policy that prevents the alleged perpetrator and victim from contact whenever feasible.
 - ◆ DEI Training for All Levels Defining Diversity, Equity, Equality, Inclusion, and Access (All)
 - ◆ What is Cultural Competency (All)
 - ◆ Bystander Intervention Strategies and Mandatory Reporting(All)
 - ◆ Early Warning Signs of Harassment

- ◆ Intro to Intersectionality : Lived Identity (All)
- ◆ Everyday Equity: Skills for All (All)
- ◆ Power and Justice (Director)
- ◆ Equitable Decision Making (Executive)
- ◆ Confronting our Past to Build our Future (Executive)

6. Recommendations in Civil Service

- ◆ Create a Battle Creek Fire Academy
 - A BC Fire Academy, or partnership with an existing academy will create a system that is compliant with Act 78 while minimizing some of the equity challenges presented above. Passing the academy with a score greater than 70% should result in placement on the firefighter eligibility list.
- ◆ Partner with College Fire Academy to offer discount or free prep courses
 - There are concerns around the content of the FF-EL test. While this test does consist of technical knowledge required by firefighters, this knowledge will be obtained through direct training. As is, studying for the test requires economic investment by prospective firefighters as well as opportunity costs that may place an unreasonable burden on prospective candidates. Therefore, a fire academy or prep-course would benefit the Battle Creek Fire Department
- ◆ Modify physical evaluation to be wholistic while still maintaining the integrity of the design in connection with mission critical tasks.
 - Consider retaining a consultant to review and revamp the physical assessment
- ◆ Introduce a civil service PT class offered at cost designed to physically prepare applicants for both the police academy and fire fighter training. Offer Men and Women's classes Create a separate men and women's groups as female gym intimidation could reinforce barriers that exist. (See [Turnock 2021](#), [Coulter 2019](#), [Fisher 2014](#))
- ◆ Send the interview questions as part of a packet so applicants have equal knowledge of the questions prior to entering the interview
- ◆ MGT can offer continued service related to Firefighter recruitment with recommendations on data to capture and detailed analysis of the next set of recruits
- ◆ Eliminate Act 78 through a charter amendment after sponsoring a joint educational campaign.

2.2 Employee Engagement

2.2.1 Methodology

MGT engaged employees primarily through focus groups and an employee survey. MGT held a series of 14 employee focus groups to develop a deeper understanding of DEI issues facing the City's workforce. Employees participated in one hour focus groups sessions. Employees represented a range of tenure at the City, seniority in role, gender, and race.

MGT conducted a survey of the employee workforce to better understand employees' perceptions of diversity, equity, and inclusion within the City, and how City is doing in regards to recruiting a diverse workforce. The employee survey was distributed via email and QR code and was open for six weeks. The survey covered the eight topics below as well as some general demographic information:

TABLE 2-3.
EMPLOYEE WORKFORCE SURVEY TOPICS

Topic	Number of Questions
Overall Diversity, Equity and Inclusion Culture	8
Hiring and Recruitment	3
Career Development	4
Personal Experiences	3
Policies and Procedures	4
Inclusion	6
Immediate Supervisor	3
Diversity Training	2

2.2.2 Employee Survey Results

There were 156 employees of the City that participated in the survey. There were 35 persons that did not fully complete the survey and not every person responded to every question.

Table 2-4 below paints the picture of the overall workforces' perceptions on diversity, equity and inclusion within the City. The questions with the strongest favorable response were "The leadership at Battle Creek encourages diversity." and "Battle Creek is committed to improving the diversity of employees."

**TABLE 2-4. WORKFORCE SURVEY
OVERALL DIVERSITY, EQUITY AND INCLUSION CULTURE RESPONSES**

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The leadership at Battle Creek encourages diversity.	20%	44%	25%	6%	6%
Management shows that diversity is important through its actions.	16%	33%	32%	12%	7%
Battle Creek is committed to improving the diversity of employees.	20%	34%	33%	10%	4%
Battle Creek fosters a workplace that allows employees to be themselves at work without fear.	22%	28%	19%	20%	11%
Battle Creek respects individuals and values their differences.	20%	30%	26%	16%	8%
The leadership at Battle Creek treats all employees fairly.	20%	24%	22%	19%	16%
At Battle Creek, employees appreciate others whose backgrounds, beliefs and experiences are different from their own.	20%	27%	29%	14%	10%

The responses to questions in the hiring and recruitment section of the survey showed favorable or neutral responses. The neutral response to the diverse candidate pool question may be due to lack of knowledge around the hiring process.

**TABLE 2-5. WORKFORCE SURVEY
HIRING AND RECRUITMENT RESPONSES**

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Battle Creek takes active measures to seek a diverse candidate pool when hiring.	14%	25%	42%	14%	6%
There is diversity among the people a job candidate will meet/see on his/her first visit.	16%	34%	30%	14%	6%

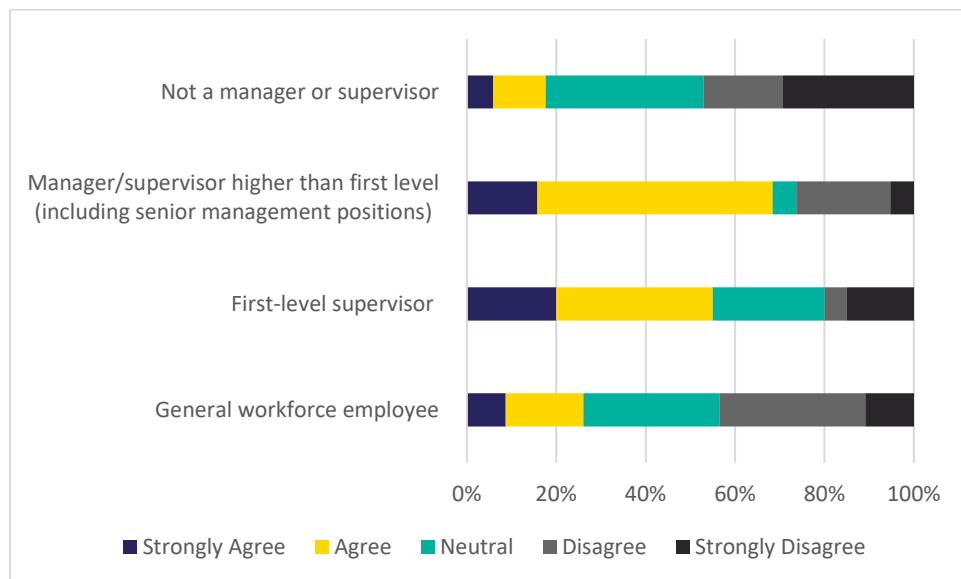
Within the career development section, survey responses were largely neutral to favorable. **Figure 2-1** shows the breakdown of the role of employees that responded to the career development path question.

Based on the neutral and unfavorable responses by the general workforce employees, the City could improve communication from managers to the general workforce about career development.

TABLE 2-6. WORKFORCE SURVEY
CAREER DEVELOPMENT RESPONSES

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Employees of different backgrounds are encouraged to apply for higher positions.	21%	36%	27%	7%	9%
Employees of different backgrounds are treated fairly in the internal promotion process.	19%	27%	34%	12%	8%
There is a career development path for all employees at Battle Creek.	12%	26%	25%	23%	14%

FIGURE 2-1. WORKFORCE SURVEY
BREAKDOWN FOR ROLE TYPE FOR CAREER DEVELOPMENT RESPONSES



The favorable responses about employees' personal experiences suggest that there is a generally positive culture at the City that allows for deeper personal relationships.

TABLE 2-7. WORKFORCE SURVEY
PERSONAL EXPERIENCES RESPONSES

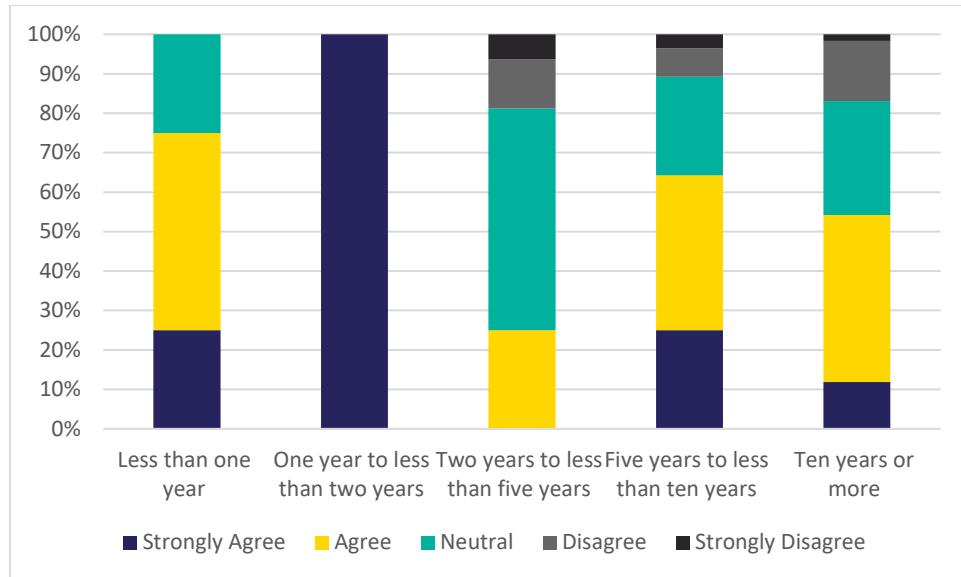
Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My experiences at Battle Creek have led me to become more understanding of differences among my coworkers.	21%	48%	21%	7%	3%
Getting to know people with backgrounds different from my own has been easy at Battle Creek.	16%	49%	28%	6%	2%

The responses to the policies and procedures section questions were again generally favorable. In response to the first question in the section, **Figure 2-2** shows that as the tenure of the employee increases that the responses become slightly more unfavorable.

TABLE 2-8. WORKFORCE SURVEY POLICIES AND PROCEDURES RESPONSES

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Battle Creek's policies or procedures encourage diversity, equity and inclusion.	16%	36%	32%	13%	3%
I am aware of and understand the procedures for reporting incidents of discrimination and/or bias in the workplace.	20%	54%	13%	9%	4%
I believe Battle Creek will take appropriate action in response to incidents of discrimination and/or bias.	26%	32%	18%	14%	9%

FIGURE 2-2. WORKFORCE SURVEY
EMPLOYEE TENURE BREAKDOWN OF POLICIES AND PROCEDURES RESPONSES



The survey shows that the City's culture supports inclusion of employees of different backgrounds.

TABLE 2-9. WORKFORCE SURVEY INCLUSION RESPONSES

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Employees of different backgrounds interact well in Battle Creek.	20%	48%	25%	7%	1%
Management of Battle Creek demonstrates a commitment to meeting the needs of employees with disabilities.	19%	38%	36%	3%	4%
Employees of different ages are valued equally by Battle Creek.	20%	48%	19%	7%	7%
Racial, ethnic, sexual, gender, nonbinary/other-based jokes or slurs are not tolerated at Battle Creek.	28%	43%	19%	6%	4%
Battle Creek provides an environment for the free and open expression of ideas, opinions and beliefs.	15%	33%	32%	16%	5%

Employee attitudes towards supervisors' commitment to diversity, equity and inclusion have a very strong favorable response as shown in **Table 2-10**.

TABLE 2-10. WORKFORCE SURVEY
YOUR IMMEDIATE SUPERVISOR RESPONSES

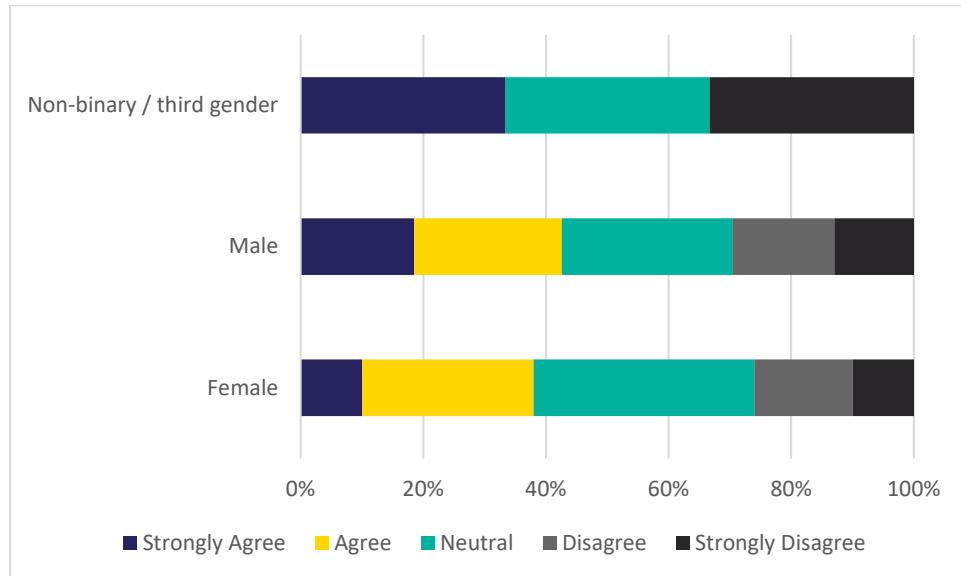
Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My supervisor is committed to, and supports, diversity, equity and inclusion.	36%	42%	16%	2%	3%
My supervisor handles matters related to diversity, equity and inclusion matters satisfactorily.	30%	41%	23%	3%	3%

Responses around the topic of diversity training were largely neutral although somewhat evenly distributed. In **Figure 2-3**, male employees had a slightly more favorable response than females to DEI training provided by the City.

TABLE 2-11. WORKFORCE SURVEY
DIVERSITY TRAINING RESPONSES

Survey Question	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Battle Creek has done a good job providing educational programs that promote diversity, equity and inclusion in our workplace.	14%	25%	32%	14%	14%

FIGURE 2-3. WORKFORCE SURVEY
DIVERSITY TRAINING RESPONSES BY GENDER



2.2.3 Employee Focus Group Results

Over the course of 14 focus group sessions, MGT was able to evaluate the culture of diversity, equity and inclusion at the City. Overall, employees have found the changes in recent years has led to a more open, accepting environment. Some employees felt that there isn't a "City-wide" culture, but more so department level cultures. Employees feel that the City on the whole has become more flexible. It was acknowledged that the organization can do better but seems willing and eager to do more in regards to DEI.

Staff feels that efforts to recruit diverse candidates has been successful in some departments, but not as successful in others. The law enforcement Explorer Program has resulted in some success of high school students that became police officers. Organic recruiting was more effective. A few employees felt that an external threat to the City's ability to hire diverse candidates is the current highly competitive job market. Many employees felt that the civil service requirements limit the ability to hire diverse candidates.

Recommendations Suggested by Employees

1. Create actionable and measurable diversity and inclusion initiatives that transcend through the organization.
2. Use communication influencers to create an inclusive work environment
3. Utilize Indeed, Glassdoor, Facebook, and other social media platforms more to advertise job postings
4. Increase partnerships with community organizations (Burma Center, VOCES) so that the community is aware of careers at the City

5. Partner with high schools and community colleges in the area to create career pathways
6. Conduct DEI training at all levels with an emphasis on how to have difficult conversations
7. Host more job fairs
8. Review and revise job descriptions, especially requirements for education and/or experience
9. Hire a DEI officer to champion DEI throughout the organization
10. Publish diversity numbers with comparison to the community

2.2.4 Employee Engagement Summary and Discussion

The employees of the City of Battle Creek feel that the City as an organization has demonstrated a commitment to the principles of DEI. Overall employees view the City favorably in terms of the progress it has made in recent years, but many employees still feel there is much more to be done to create an inclusive environment that reflects the diversity of the city. Longer tenured employees tend to have a less favorable view that the City has policies to encourage diversity, equity, and inclusion. More can be done to improve communication, both internally and externally to the City, about careers paths and career development at the City. The use of partnerships in the community has enhanced the relationship with the community, but more could be done to utilize existing relationships in the community to promote jobs at the City of Battle Creek.

3. Equity Audit of Police-Community Relations

3.1 Introduction

The death of George Floyd at the hands of a Minneapolis police officer shook the country in 2020 and lead to protests and civil unrest to a degree that had not been seen before in the United States since the Civil War. The ensuing media frenzy created a cycle of violent escalation which lead to further political and social division across the country. This conversation revolved around two extremes with the methodology of policing at the heart of the discussion. Against this backdrop, the Battle Creek Police Department (BCPD) is invested in ensuring that the BCPD treats all people fairly and equitably. To this end, MGT has partnered with the BCPD to conduct a review of the police and community relationships. The goal of this research is to identify areas of inequity where the BCPD is able to more effectively engage with the community to support and promote public health and safety.

Chapter Sections

- 3.1 Introduction
- 3.2 Literature Review
- 3.3 Policy Review

3.2 Literature Review

Prior to 2020, there was a tremendous amount of literature related to policing and changing how the police engage with the community. If anything, the events of 2020 indicate that the model by which most members of the police engage with and dialogue with the community warrants a fundamental change. This chapter highlights the best literature currently available suggesting changes to the methods by which police engage with their respective communities. The chapter begins with an introduction to some of the international literature on policing focusing on models of community engagement throughout western Europe and policing agencies therein. These differences help illucidate some of the difficulties within the United States' model of policing. We then turn to specific illustrations of the impact of policing on nonhegemonic groups such as racial, ethnic, and gender minorities for a different model of policing. We then look inward at the BCPD in particular and its response to national moments, particularly after the killing of George Floyd in 2020 and how well BCPD adheres to the model established by the literature. Finally, recommendations were developed from the literature of what to change specifically with regard to the response of BCPD to these national moments.

3.2.1 Community Engagement: An International View

In recent years, policing agencies in the United Kingdom have begun to review and adopt the United States model of community policing. Neighborhood policing, or community policing as it is called in the United States, is based around the idea that neighborhoods and communities should bring concerns of all kinds to the police who will work in tandem to develop solutions (Vitale, 2017). At the same time, the literature from the UK indicates that implementation and impact of these models of policing are inconsistent and are unsustainable over long periods of time (Quinton, Morris 2008). The literature offers the view that this failure of community policing pilot programs is largely due to difficulties with localized problem solving as well as a lack of a dramatic shift in the core responsibilities away from legalistic enforcement

towards promoting public safety. Despite these failures of implementation, literature does indicate that when effectively implemented community policing can lead to reduced crime, reduced disorder, increased feelings of safety, improved police-community relations and community perceptions, greater community capacity, and changing officer attitudes and behavior (Myhill, 2006).

FIGURE 3-1. COMMUNITY POLICING STAKEHOLDERS



In general, the international literature cites two sources as examples of community policing: some obtuse references to “US Community Policing” and some specific references to the Chicago Alternative Policing Strategy (CAPS) program which was the longest running community policing strategy in the United States. This influenced the UK’s pilot of their Neighborhood Policing Program (NPP) and National Reassurance Policing Program (NRPP) that were launched in 2005 with greater efficacy than in the United States. These programs were intended to be operationalized at the district level as a proof of concept that community policing programs could function in the UK, and it was expected that short-term community benefits would likely not materialize (Quinton et al., 2008). The dominant theory suggested that community policing would only yield benefits over a longer-term timeframe. However, when operationalized it was determined that “Overall, the studies provide good evidence of neighborhood policing’s efficacy at a ward level, both in the short-term and over time, where police activity is focused on delivering the central delivery mechanisms” (Ibid).

The literature suggests that there are three key factors to the successful implementation of community policing strategies. First, there needs to be political will and commitment as the greatest benefits of community policing will not materialize immediately which requires continued investment even without immediate gratification. This is the barrier that most US based pilot programs ran into. The second key factor is organizational change. The police and other service providers must coalesce into a cohesive partnership which is “committed to the engagement philosophy at all levels and accept the need to co-

operate with each other to ensure efficient and effective delivery" (Myhill, 2006). Policing agencies in the United States frequently have challenges partnering with civilian organizations frequently attributed to structural differences. (Balko, Vitale, Schrader). Finally, performance management and leadership are crucial factors and leaders across organizations must be willing to work together as well as deliver effective community engagement with clearly articulated aims and objectives (Ibid).

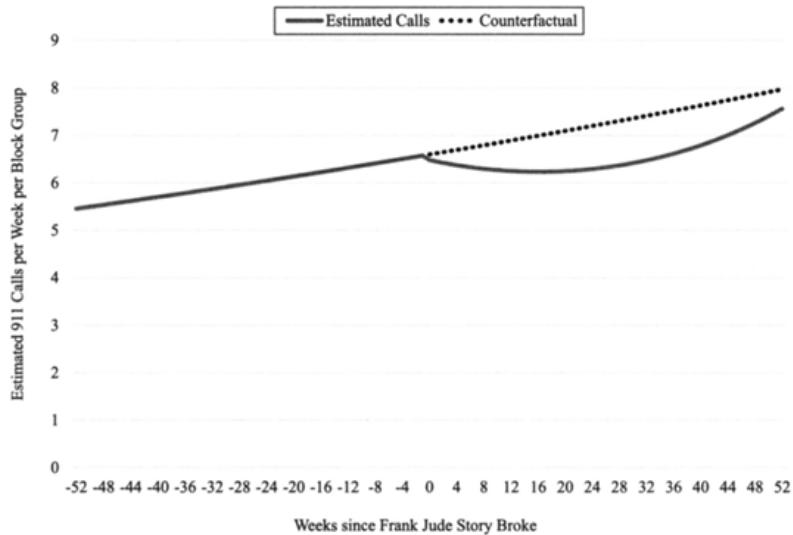
3.2.2 Impact On Community and Uniformed Officers

Community engagement in the realm of policing is crucial to avoid reproducing the harms of prior models and to effectively respond to community needs and demands of the police. In order to establish what ought to happen in a model of responsible community policing, MGT first turns to the literature around the impact of current models of policing on nonhegemonic groups, namely gender, ability, and racial minorities.

From the beating of Rodney King in 1991 to Eric Garner's death in 2014 to George Floyd's death in 2020, these localized incidents have far-reaching impact and implications on police being able to effectively carry out their jobs. The literature on this matter indicates that after high-profile cases of police violence, African American communities are less likely to turn to the police and report crime (Desmond Et Al, 2016). While there is mild evidence to suggest that this downturn in reporting is temporary, it often isn't until a year later that reporting returns to pre-incident levels. Desmond et al. offers two explanations of this phenomena stating:

In the short run, publicized episodes of excessive police violence against unarmed black men can activate legal cynicism within the black community to diminish residents' cooperation with law enforcement. In the long run such episodes likely contribute to that very cynicism [legal cynicism] by being incorporated into the community's collective memory

FIGURE 3-2. THE JUDE EFFECT

Desmond et al.**Figure 2.** Estimated Number of Weekly 911 Calls Reporting Crime Before and After the Frank Jude Story

International scholars would argue the legal cynicism and general mistrust of the police is partially a function of a lack of meaningful community engagement within the communities being policed. As access to information becomes more and more global this effect of decreased crime reporting, referred to as the Jude Effect, becomes more widespread, meaning that actions taken by officers in another jurisdiction could impact crime reporting across the country. In order to minimize the impact of the Jude effect, excellent community engagement is not just a nicety, but crucial for the interest of public safety. "Communities with high levels of trust in police promote healthy interactions, whereas low levels of trust can undermine constructive relationships with neighborhoods" (Guidry, 2018).

Closely tied to the Jude Effect is the Ferguson Effect, the existence of which is contested. The hypothesis holds that when high-profile instances of police violence occur, there is a 'retreat' undergone by police forces leading to an uptick in violent crime. In recent years, there have been several studies around the Ferguson Effect with conflicting results. Since the FBI began collecting crime statistics in the early 1930s crime rates continued on a downward trend, but after the killing of Michael Brown in Ferguson, evidence began to suggest a new upward trend in crime. One prominent explanation for this is the concept of depolicing, where negative publicity and public protest regarding police behavior leads officers to withdraw from enforcing the law for fear of criticism and lawsuits (Pyrooz, Decker, Wolfe, Shjarback, 2016). Another explanation was that crime declines had reached a natural low point and increases were likely to happen regardless of Ferguson.

A study in 2016 sought to quantify the Ferguson Effect. The study identified 81 of the 105 US cities with a population exceeding 200,000 individuals. The study used a discontinuous growth model to assess the Ferguson Effect within city changes in crime trends. The study then used a multilevel model to construct and analyze the existence of the effect. The study finds that the killing of Michael Brown in Ferguson did not represent a systematic widespread change in crime trends among the cities. However, it did mention

that in the instance of robbery there did seem to be the existence of a limited Ferguson Effect. (Pyroz, Decker, Wolfe, Shjarback, 2016). Interestingly, a follow-up study published in April 2021, well after the killing of George Floyd and subsequent unrest, found that reduced police efforts yielded persistently fewer arrests for low-level offenses, but that there are limited changes to violent or more serious crime. This doesn't contradict Pyroz et-al but does seem to suggest that the Ferguson Effect does occur, just not uniformly. This means strong community-based policing policies are a way to help ensure that the impacts of the Jude effect and Ferguson Effect are minimized in a locality (Deepak, 2021).

The concepts of social cohesion and social control within sociology refer to a community's ability and willingness to intervene on issues of concern to the community. A 2018 study conducted by the University of Washington indicated that there is positive relationship between social cohesion and trust in the police. This affirms the model of change that is present in the literature, namely in order to increase trust in police, it is necessary to fundamentally change how the police engages with the community (Guidry, 2018). Under the status quo, the disconnect between the police and community is evidenced by multiple realities. For example, a 2019 study published by the Russel Sage Foundation Journal of the Social Sciences found that youth experiences with involuntary police contacts, even when investigatory, leads to increased legal cynicism across racial lines. This legal cynicism was found to be exacerbated by minority youth who were also more likely to have direct interactions with police at some point. While the critiques of modern policing have been widely discussed by Balko, Schrader and others, alternative models are far less frequently investigated.

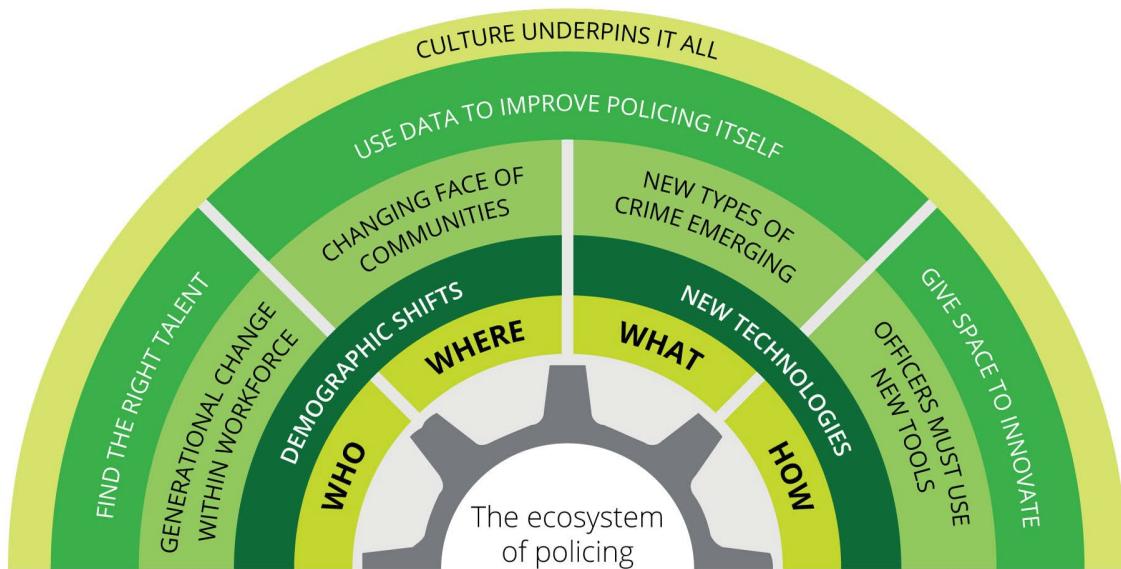
3.2.3 Models of Change

FIGURE 3-3. REINVISIONING THE ECOSYSTEM OF POLICING

FIGURE 2

How law enforcement can adapt to the changes shaping the future

■ Drivers ■ Changes ■ How to adapt



Source: Deloitte analysis.

Deloitte Insights | deloitte.com/insights

While the literature offering meaningful alternatives to the status quo of policing is not sparse, most models do not investigate and tease apart the role of police against public safety. While public safety is a critical aspect of the modern policing model, the literature suggests that these burdens should not be placed on one department. Monica Bell, associate professor of Law and Sociology presents three guiding propositions to guide the development of new community-based models of policing.

1. Impacts of policing must be measured on a wholistic level to include education, health, economic opportunity, and subjective well-being.
2. New public safety models should evaluate and implement community-based strategies of crime deterrence and accountability for harm.
3. New models should reach beyond addressing racial disparities to investigate the impacts of racism on crime, harm, and disparity in the criminal legal system.

These three guiding principles when applied together require effective community dialogue between public safety representatives and the community in order to ensure that the needs of the community are being met (Bell, 2021). These principles were demonstrated in the SCORE program implemented in Southern Alabama in 2015:

SCORE is a crime reduction and neighborhood improvement program in Mobile, AL that brings together law enforcement agencies and community leaders in a unique partnership. The partnership and its work, which we characterize as *collaborative investment* challenges the organizational status quo of traditional policing models. The program centers on structural change, the neighborhood investment, and correcting drug related behaviors. (Dorton et al 2015)

Prior to the implementation of the “Second Chance Or Else” (SCORE) program in Mobile, the local police department met with influential community leaders before initiating the program. This led to neighborhood pastors, business people, and other community leaders becoming strategic partners in the SCORE program specifically and also with the local police department more generally. The literature indicates that the success of this program “rests significantly on the [program’s] acceptability within the community” (Ibid). What makes this model interesting is that it flips many of the performance metrics associated with policing on its head. For example, increased 911 calls, arrests, and convictions would indicate a failing of the program since it is designed to decrease arrests in favor of a model of restorative justice. The long-term success of SCORE will be measured by its ability to increase the quality of life at the neighborhood level and an increase in public safety. The SCORE model does not fall neatly into any of the existing models of policing, so the literature has created a new model called “Collaborative Investment” defined as “the individual collective and institutional work of reconciling offenders and communities that represents a broader interdependent commitment to stronger communities, more productive citizens, and less criminal activity, shared by communities and individuals” (Ibid).

3.2.4 Model Implementation in Battle Creek

The literature presents an alternative model of policing compared to the generally accepted principles of policing; however, the reality is that this is not a binary (community policing vs. normative policing) but exists on a continuum of police engagement. Therefore, in order to understand where Battle Creek falls in the continuum we turn from academic literature to local press-clippings and programs designed to facilitate community engagement between the citizens of Battle Creek and the BCPD.

We first look to Battle Creek’s response to the killing of George Floyd. This national moment resulted in large protests across the country that frequently devolved into violence. While Battle Creek was no exception to experiencing the wave of calls for social justice, it didn’t experience any widespread violence whereas nearby cities like Lansing and Kalamazoo did. While critics may cite Battle Creek’s size as a contributing factor, the reality is that Kalamazoo is similar in size and still experienced widespread violence that led to the forced resignation of the police chief. According to Nick Buckley at the Battle Creek Enquirer, there are a few key factors that led to this difference, one of which is the fact that Battle Creek is a city with a police force that is willing to listen to the community it serves (Buckley, 2020). There are clearly strong ties between the African American community of Battle Creek and the BCPD. Carey Whitfield president of the local chapter of the NAACP as well as a board member of the Equality Treatment Board of the BCPD stated, “We have substantially better relationships with our city hall and our policing agencies, that we can do some things and they are meaningful enough and mindful enough to recognize those things, and recognize that the intent is to be heard and not to be destructive.”(Ibid) This indicates that there is a strong community and communications-based component to the model of policing employed by the BCPD.

In his statement after the killing of George Floyd, Chief Blocker pointed to many of the community engagement efforts and programs underway within Battle Creek including: the Citizens Police Academy, Police Explorer Program, Cops and Clergy, Neighborhood Planning Councils and others. Chief Blocker also pointed out that as other cities and counties were hearing calls for expanded social services, the BCPD already assist with many programs outside the criminal justice system such as: The Crisis Intervention Team for mental health crises, the Fusion Center, Trauma Informed Policing, the Domestic Violence Unit, and the Victim Advocate and violence intervention programs. These programs demonstrate the type of cross-sector coordination that Myhill describes in the literature and can be difficult for agencies to implement.

A key example of how Battle Creek overcomes this historic barrier is through the use of its Crisis Intervention Team (CIT). The CIT is a multifaceted program it first invites various mental health treatment facilities in and around Battle Creek to teach a one-week 40 hour intensive program. The program covers many techniques from recognizing the difference between mental-health episodes and substance abuse to situational de-escalation. While the training is important, what sets CIT apart from most other training programs is that the local organizations who assist in training the officers are also committed to assisting officers after apprehending individuals demonstrating psychological issues. Instead of taking people to jail, the CIT allows the BCPD to leverage their relationships to get people the help they need and not force them to spend time in jail. Megan Taft, the CIT coordinator for the county and substance abuse therapist for over 10 years, highlighted the fact that “The goal is officer safety and community safety and to get them to the most appropriate place and not jail which is where they would have ended up.”(Christenson, 2019) Additionally, CIT is not just a local initiative but an international organization that recognized. Battle Creek’s high impact work in this area by awarding Chief Blocker Police Chief of the Year for his work implementing and maintaining the CIT.

The CIT program is not the only program that is utilized to great effect to implement the model of engaged community policing. BCPD engages its various faith-based communities through its Cops and Clergy program. It attempts to attract young talent through its Explorers program and educates the public about its operations through the Citizens Police Academy. While many of these programs were put on hiatus during the COVID-19 pandemic, most are beginning to resume. Moreover, the depth and breadth of these programs highlights the reality that on the continuum of community engagement, Battle Creek consistently finds innovative ways to equitably engage with their communities.

3.3 Policy Review

3.3.1 Methodology

This section summarizes the steps undertaken to review the BCPD Personnel policies utilizing a methodology MGT has refined over the course of more than 200 disparity and equity studies. MGT examined the routine application of BCPD policies and focused on understanding the hiring process, job descriptions, current employment process, non-discrimination policy, sexual harassment policy, violence prevention policy, and relevant local administrative codes. BCPD staff completely cooperated with the acquisition of documents for review. MGT’s approach included collecting and reviewing source documents pertinent to Human Resource policy review. The methodology included the following significant steps:

- ◆ Identification of critical documents related to BCPD policies and practices researched through the Battle Creek website and offered voluntarily by the BCPD and the City of Battle Creek.
- ◆ Communication with Battle Creek Police Chief Jim Blocker to obtain any additional critical policy and practices pertaining to BCPD's policies.
- ◆ Detailed review of all documents individually noting key components of DEI for each
- ◆ Aggregate review of documents noting key themes related to the development of DEI throughout
- ◆ Analysis and summarization of data, information, and input gathered throughout the policy review

MGT's methodology included reviewing various source documents and information pertinent to the Human Resources policy review. The majority of time MGT spent analyzing the anti-harassment and discrimination policies and reporting standards as well as discipline and reporting standards. Important source documents and information collected and reviewed are itemized in **Table 3-1**.

TABLE 3-1. DOCUMENTS REVIEWED FOR THE POLICY REVIEW

INDEX	DESCRIPTION
1.	Anti-Retaliation
2.	Badges, Patches and Identification
3.	Body Armor
4.	Commendations and Awards
5.	Communicable Diseases
6.	Conflict of Interest
7.	Disciplinary Process
8.	Drug and Alcohol-Free Workplace
9.	Explorers
10.	Fitness for Duty
11.	Grievances
12.	Illness and Injury Prevention
13.	Lactation Breaks
14.	Line of Duty Death Serious Injury
15.	Meal Periods and Breaks
16.	Off Duty Employment and Outside Overtime
17.	Overtime Compensation
18.	Payroll Records

INDEX	DESCRIPTION
19.	Performance Evaluations
20.	Performance History Audits
21.	Personal Appearance Standards
22.	Personnel Complaints
23.	Personnel Records
24.	Recruitment and Selection
25.	Reporting of Arrests, Convictions and Court Orders
26.	Request for Change of Assignment
27.	Safety Belts
28.	Smoking and tobacco use
29.	Special Assignments and Promotions
30.	Speech, Expression and Social Networking
31.	Staff Dev and Succession Planning
32.	Temporary Modified Duty Assignments
33.	Uniforms and Civilian Attire
34.	Work Related Illness and Injury Reporting

3.3.2 Policy Overview

MGT used a multi-faceted approach to review and prepare this summary, which included collecting and reviewing relevant source documents as articulated above. The thirty-four different documents cover programs and policies designed to create an equitable work environment across the City of Battle Creek's police departments' personnel and diversify the workforce. In addition, as part of the equity assessment, MGT reviewed requirements for the policies and procedures highlighted in the following section. Through this review, MGT sought to determine if policies or conditions limited candidates' pool or created built-in barriers that adversely impact diversity, equity, and inclusion.

Table 3-2 is a copy of the rubric used to analyze the policy documents received by MGT. In general, the policies provided to MGT demonstrate a commitment to establishing an equitable workplace; however, BCPD can improve in some areas to better reflect the community's diversity. For example, Battle Creek uses gendered language throughout the records. In addition, the use of specific gendered pronouns such as she/her/hers or he/him/his is not considered a best practice. Generally, best practices dictate that organizations seeking to increase diversity and inclusion should consider using nongendered terms wherever and whenever possible. There are two reasons for this distinction. First, using a binary gender (i.e., he/she or hers/his) entrenches normative binary genders, alienating a large portion of the LGBTQIA+ community. Second, gendered pronouns can cause the perception of excluding women and genderqueer individuals as male-dominated language is usually the default.

TABLE 3-2. BCPD POLICY SCORING RUBRIC

Document Rubric	Score
Conduct Blind Resume Screening	N/A
Transparent communication around seniority, pay-scale, and promotion requirements	7/9
Performance Review & Assessments are standardized to ensure uniform evaluation style.	7/9
Clear communication of low, median, and high pay ranges for particular roles	8/9
Hiring practices explicitly ensures anti-discrimination and resources for LGBTQIA+ individuals	4/9
Hiring practices explicitly ensures anti-discrimination and resources for veterans	7/9
Hiring practices explicitly ensures anti-discrimination and resources for Disabled individuals	4/9
Publish Compensation Levels and pay bands	8/9
Provide paid parental leave and paid leave for caretaking	0/9
Provide childcare and eldercare coverage or subsidies	0/9
Healthcare includes options that cover women-specific needs (ie. Gynecology, maternal health, reproductive health)	8/9
"Sexual harassment" clearly defined within policy	8/9
Sexual harassment whistleblower/antiretaliation protections established and defined	8/9
Transparent sexual harassment reporting process which incorporates employee feedback.	6/9
Injunctive remedies offered to alleged victims of sexual harassment during investigation period	2/9
HR programs and policies show many attempts to make a good faith effort to be free of confusing language and jargon.	8/9
Wherever possible, policies and procedures use gender neutral language	-2/9
Program or policy proactively helps facilitate professional and/or career development.	8/9
Average:	5.4/9

This rubric is scored using the following criterion:

TABLE 3-3. SCORING RUBRIC CRITERION

Description of Criterion	Score
Policy exists but does more harm than good (ie. Whistleblower protections exist, but specifics of that protection are lacking so no one actual feels protected)	-2
Missing	0
Policy exists, but impacts are minimal (ie. Limited and unspecific language allows for broad interpretation and uneven application)	2
Policy marginally effective but poorly written and would benefit from expansion	3
A policy which should be an independent policy is a subset under a parent policy and requires further expansion (ie. Parental and caretaking leave established as a subsection of childcare and eldercare coverage.)	4
Policy acceptable as is but would benefit from expanded goals (ie. Maternity W/no paternity leave)	5
Policy acceptable as is but would benefit from expanded impacted (ie. Longer maternity leave suggested to meet national averages)	6
Strong policy that achieves all or most of its goals but could benefit from very minor changes (ie. Eliminate some gendered language)	7
Policy is ideal policy and requires no additional work	8
Policy is an exemplar and would be weakened by any changes	9

Several of the categories in the rubric require a further detailed explanation. Blind resume screenings are a best practice when hiring. Studies have demonstrated that individuals who have non-white sounding names are less likely to be interviewed or called back after interviews. In order to eliminate this bias, it is helpful to remove the names from resumes etc. This is complicated when an organization uses applicant tracking software (ATS) as not every solution offers this level of customization. ATS systems also tend to inherit the biases of their programmers (Noble, 2018) which means the use of an ATS, even one that claims to be unbiased, could still be contributing to bias in the hiring process. For BCPD, this reality is complicated further by a supply-side labor limitation where there has been a steady decline in interest of joining the police force.

MGT also recommends including anti-discrimination hiring policies and resources for individuals belonging to the LGBTQIA+ community, members of the community living with disabilities, and veterans. The intention of these is to go beyond the minimum protections offered by federal laws. For example, while federal law offers some protections to the LGBTQIA+ community, trans and queer individuals still face significant barriers towards inclusion even after being hired. By creating affinity groups, or employee resource groups, this offers an internal organization that demonstrates a commitment to including these individuals. Additionally, these groups can offer support and perspective for individuals applying to join the force. Therefore, while this policy is geared generally toward hiring, the best models include support through the work-life of historically underrepresented communities with the BCPD.

3.3.3 SWOT Analysis of Documents

In addition to the generalized rubric detailed above, MGT completed a SWOT analysis of the various documents identified in **Table 3-2**. Since most documents we received were associated with personnel policies, only one SWOT analysis was reported for these policies. A SWOT analysis is a tool used to determine the Strengths, Weaknesses, Opportunities, and Threats to programs or policies. Strengths and Weaknesses are self-explanatory and, in this context, refer to elements of documents that actively increase DEI across the City. Opportunities are how weaknesses identified may be shored up. Finally, threats are significant internal or external issues or barriers that could adversely impact increasing and embedding DEI in the City's practices. The following is a SWOT analysis conducted on the BCPD personnel policies and Policy 315 which is the BCPD's anti-harassment policy.

Strengths

Like many of MGT's clients, the Battle Creek Police Department's Personnel Policies are created in a way that is in line with the status-quo of most other similar organizations. This means that there are a few unique aspects of the policy, but generally, there is not a lot that emphasizes DEI as a critical element of the internal guidelines. One aspect of this body of policies that is incredibly strong is the codification of review standards. Since the Police Department has a more rigid top-down structure, this provides unique opportunities for inequities to arise and allows for a uniform codification of review standards. Policy 1030 establishes the specific performance review standards for all employees of the Department. The Battle Creek Police Department uses a mixed-methods approach to review its employees, which includes a combination of quantitative data and qualitative personnel reviews. This codification of a multifaceted approach allows for accurate representations of the employee's contributions and helps develop equity by reducing bias within the review structure.

Another personnel policy that strengthens the DEI offerings within the BCPD is Policy 1005, which mandates reporting arrests, convictions, and other court orders. While this policy does not do much to eliminate bias or increase internal equity directly, it indirectly eliminates so-called "bad apples," which maintains the integrity of the BCPD and could reduce illegitimate use of force incidents. The policy subjects the offending employee to the disciplinary process, which could result in termination. BCPD could strengthen Policy 1005 by adding a clause informing staff around Michigan Public Act 128's requirements that arrests can and will be forwarded to potential employers of an employee terminated for reasons governed under this section.

Policy 1011 governs the disciplinary process and is another strength of the personnel policies. The policy codifies a specific disciplinary process which includes particular definitions, procedures, remedies, and appeals. Similar to the review process, having a codified disciplinary process helps eliminate bias through the use of clearly defined standards. Additionally, there are also protections afforded to employees subject to discipline. For example, the time-limited nature of investigations prevents an investigation from dragging out as a means of alienating the employee. Additionally, the appeals process allows for both represented and unrepresented employees to seek assistance through their collective bargaining unit or the City Manager's office. This prevents any employee classification from having more representation than the other; however, MGT notes that depending on factors outside BCPD's control, results from these two bodies may differ significantly.

Weaknesses

While the BCPD has its own anti-harassment and anti-discrimination policies, best practices indicate that having a codified policy within the police department is a best practice. In 2021, the organization End Violence Against Women International updated its 2020 model policy for law enforcement sexual misconduct prevention and accountability. This policy template was developed and written by a former Vermont Police Chief of over 30 years, a 23-year veteran of the San Diego Police Department, and a distinguished doctor specializing in violence prevention. The policy offered by these subject matter experts goes beyond the legal requirements necessary to respond to harassment and provides a model to proactively prevent issues before they arise. Additionally, the rationale behind each section of the policy is provided along with detailed research demonstrating how it is helpful. Aspects of this policy which stand out include specific preemptive training requirements, pre-hire requirements, and early warning sign training. While the BCPD's anti-harassment policy is strong, some aspects could be bolstered through this policy template. The template will be provided to the BCPD for review, and MGT recommends implementing a new expanded anti-harassment policy for the BCPD.

As stated above, Policy 1011 governing the disciplinary process is robust but presents a minor weakness under Policy 1011.3 for corrective actions. This policy establishes remedial training as a non-disciplinary corrective action that is appropriate in most of the enumerated instances. The policy explicitly defines an exception to the use of remedial training in cases that constitute "serious breaches of policy or procedure, such as acts which cause physical harm to the public." Further, the policy provides examples of instances that could result in remedial training which includes the use of force. Suppose an officer was found to be "deficient in job performance" regarding use of force. In that case, this suggests that a member of the public was harmed, which means that the officer in question would not be subject to remedial training and would be subject to a formal disciplinary measure. Upon conversations with Chief Blocker of BCPD, it was determined that this operationalization is appropriate, as the definition of 'use of force' begins at handcuffing/taking someone into custody. This indicates that in the event that a member of the public is erroneously handcuffed and detained, but no physical harm comes of said member of the public, remedial training could be appropriate. MGT notes that these issues are based on the facts of the specific situation, and the situation described could be grounds for termination, depending on the specifics of the fact pattern.

Policy 1019 governs lactation breaks for nursing mothers. While even having this policy goes well beyond many public sector counterparts, this policy could be strengthened. The critical barrier here is that nursing mothers are obligated to use their breaks for nursing. This means that break policies differ based on family status. Instead of indicating that this is to take the place of regularly scheduled breaks, MGT recommends that this be an additional break afforded to these individuals.

Policy 1024 governs the appearance standards for the BCPD. Under the hair policy, 1024.3.2 indicates that the hair must present a "professional image." 'Professional' hairstyles are often implicitly meant for white or white adjacent imagery. After speaking with Chief Blocker, 'professional' is used as a qualitative measure to mean within good sense and does not prohibit individuals from expressing themselves meaningfully as long as it does not pose a physical threat to themselves or others. This distinction would be helpful to be included within the policy so that it is clear.

Policy 1010 governs personnel complaints and is generally a strong policy with detailed reporting and investigation procedures. MGT noticed that while policy 1010.4.1 indicates that personnel complaint

forms in languages other than English could be provided, only one language was located via the website. Battle Creek should consider the representation of the top 3-4 languages in the city for ease of access. The subset of this policy dictating supervisor responsibilities appears to ignore some essential human incentives. The immediate supervisor would not be an objective third party, even if they weren't involved in the inciting incident. They are incentivized to minimize the impact on the officer to preserve their working relationship and preserve their resources. While not every accusation and investigation would necessitate this type of separation, we recommend that for serious accusations of breach of conduct, it would likely be better to leave at least one level between the investigator and the accused employee. Serious accusations would likely be related to but limited to abuse of power, bribes, and potentially use of force as appropriate.

Opportunities

The most significant opportunity MGT found within the BCPD policies is the opportunity to expand the policies around sexual harassment. Some critical aspects of anti-harassment best practices include detailed training and prevention standards, pre-hiring screening, and identification of early warning signs. While the BCPD has yearly training on the policy, best practices indicate including specific topics in this training enumerated as:

- ◆ Law enforcement authority, oath, ethics, and civil rights
- ◆ Defining law enforcement sexual misconduct and color of law, including case examples for on-duty and off-duty violations.
- ◆ Predatory behavior and common conduct of sexual offenders such as targeting, testing, grooming, isolation, and other “power and control” behaviors.
- ◆ Early warning signs and bystander intervention strategies for sexual misconduct.
- ◆ Mandatory reporting responsibilities and reporting mechanisms.
- ◆ Responsibilities of supervisors.
- ◆ Confidentiality protections for reporting parties and witnesses.
- ◆ Prohibited retaliation against reporting parties and witnesses.
- ◆ Potential disciplinary outcomes and criminal prosecution.
- ◆ Special considerations regarding frisks and searches of persons.

In addition to enumerating and scheduling training, pre-hiring screening is considered “one of the best prevention efforts to ensure that recruits are screened carefully for abusive behaviors that might escalate to sexual misconduct” (Tremblay Et. Al., 2021). An example of the specifics of this policy language will be provided to the BCPD. Finally, best practices indicate that listing examples of early warning signs are helpful to identify and prevent potential harassment before it occurs. In essence, the BCPD has an excellent framework for dealing with harassment once it occurs; however, the policy could be more robust if it also addressed prevention. The most significant opportunity the BCPD has to increase equity is by establishing procedures that help prevent harassment before it becomes an investigative issue.

The second opportunity is using “his/her” language throughout all policies. This type of binary language reinforces the idea of a male/female binary and ignores the reality of queer individuals who do not fall

neatly into that binary. Most, if not all, language could be addressed using the gender-neutral they or them. For example, policy 1011.6 reads, “If a non-supervisory employee witnesses a serious violation of Department rules or criminal activity on the part of another employee, he/she shall immediately report the misconduct or criminal activity to their supervisor.” In this sentence, the reader can see that gendered pronouns were used in one aspect, and in the second instance, a gender-neutral pronoun was used. Since the pronoun modifies the same noun, linguistically, it would not change the meaning to change the gendered he/she pronouns to “they.”

Policies 1004.2 and policy 315 jointly govern the anti-retaliation measures implemented by BCPD. While policy 1004 itself is sufficient, it does not define the terms “Reasonable Steps” or “Good Faith,” as it relates to the definition of anti-retaliation. Without clear definitions within this policy, there are concerns that conscious or unconscious bias could impact what is considered retaliation. Policy 315.3.2 offers a more specific definition of retaliation by defining it as specific “acts of reprisal or intimidation against the person because the person has engaged in protected activity...” MGT would recommend combining these two separate definitions of retaliation between the two policies. An example of this policy might look like the following example:

- (1) Retaliation is treating a person differently or engaging in acts of reprisal or intimidation against the person because the person has engaged in protected activity, filed a charge of discrimination, participated in an investigation, or opposed a discriminatory practice.
- (2) The Battle Creek Police Department has a zero tolerance for retaliation on members who, in good faith, engage in permitted behavior or who report or participate in the reporting or investigation of workplace issues. All complaints of retaliation will be taken seriously and will be promptly and appropriately investigated.

Additionally, Policy 1004.3 offers an illustrative list of specific activities which are prohibited. BCPD should consider including these under Policy 315. Ultimately, each of these policies address anti-retaliation. While Policy 315 is geared towards sexual harassment in particular, the principles of anti-harassment hold true across the board, therefore it would be helpful if these two policies were brought into alignment.

Threats

There are no significant threats to DEI within the BCPD policies; however, the biggest issues are enumerated above and mostly require moderate changes. Some of the weaknesses enumerated may limit diversity and create barriers towards maintaining a diverse pool of applicants; however, the implementation of the recommended changes shows good faith effort towards making internal culture changes consistent with the goals of BCPD.

3.3.4 Summary, Discussion, Recommendations

MGT uses two analysis tools for the evaluation of policies; the initial rubric helps identify the presence and strength of various DEI best practices. The SWOT analysis focuses only on the policies within the documents provided to MGT. The biggest overall weaknesses to the BCPD analysis are not what exists in policy through the SWOT analysis, but through the policies which the rubric has identified as missing. These policies include the following:

- ◆ A policy explicitly ensuring blind resume screening

- ◆ Paid parental leave for new parents
- ◆ Provide childcare and/or eldercare subsidies
- ◆ Specific healthcare coverage for women's needs

By having a policy related to these issues, the average rubric score would be dramatically raised. It is noted that many, if not all, of these policies, are governed under the overall City of Battle Creek's HR policies. Including a reference to these specific policies within the BCPD would be sufficient to address these concerns. It is further noted that specific healthcare coverage for women's needs would likely require a new contract with the bargaining unit, which could create an additional barrier towards implementing this type of policy.

Systemic inequality or institutional inequality refers to the propagation of facially race-neutral policies that uniquely target specific populations, typically minority populations. This systemic inequity is often propagated by existing institutional policies from local governments to the national level. One key factor to any DEI review is to ensure that any systemic disparities are identified and addressed in a manner that ceases the propagation of inequality and repairs the damage done to communities. The culture reflected in the documents received by the BCPD do not necessarily reflect the actual experiences of the community; however, within BCPD it appears that there are limited barriers towards DEI. This simply means that there are no codified systemic issues, and does not necessarily mean that attitudes, behaviors, or even operations policies are free of systemic bias.

3.4 Battle Creek Police Department Community Feedback

3.4.1 Methodology

MGT engaged the community through open community meetings. MGT held a series of four community meetings that was publicized by the City. The availability of translation services per meeting is shown in the table below. Community members that participated represented a range of gender, race, length of residency within Battle Creek, and experience interacting with the police.

TABLE 3-4. COMMUNITY FEEDBACK METHOD & PARTICIPATION COUNTS

Meeting Date & Time	Forum	Interpretation Available	Number of Participants
March 16, 2022 6-8 PM	Virtual (Zoom & YouTube)	Burmese	3
March 22, 2022 11 AM-1 PM	Virtual (Zoom & YouTube)	Spanish	2
March 24, 2022 11 AM-1 PM	In-Person (Kool Community Center)	None	11
March 24, 2022 6-8 PM	In-Person (Kool Community Center)	American Sign Language	11
March 12 to 28, 2022	Voicemail Line	n/a	2
March 12 to 28, 2022	E-Mail Inbox	n/a	32
Total number of resident feedback:			61

3.4.2 Feedback Received

The overall feedback received was very mixed. Some members of the community were supportive and understanding of the challenges facing law enforcement in today's society, yet many other members of the community have extreme fears of the police due to past treatment. The most frequent concern that the community had in relation to BCPD is the amount and frequency of communication by BCPD as well as the unwillingness of younger officers to have conversations to get to know the community. Many community members commented on the lack of available news information and press releases related to police activity. The reduction in news outlets has contributed to the availability of information to the public. Any "bad apples" within BCPD tend to gain a majority of the press coverage as news media coverage leans toward negative coverage of events.

While suspended due to the COVID-19 pandemic, programs like *Explorers*, *Cops & Clergy Alliance*, and the *Citizens Police Academy* that give officers an opportunity to act with the community and youth are desperately wanted back by the community. With the return of neighborhood planning meetings, community members expressed an interest in continuing to have district officers as required attendees at meetings. Many respondents shared positive feedback about the impact those programs had in the community, but a few community members were unaware that they existed.

Concerns regarding equal treatment of the community centered on the lack of awareness on how to detain members of the deaf community. When handcuffed with a person's hands placed behind their back, members of the deaf community are stripped of their ability to communicate. Other community members were concerned with officers' lack of cultural awareness and sensitivity to how members of different backgrounds present themselves in American society. For example, it is common for many Latino communities to speak in a very animated way through the use of their hands. This is often perceived as threatening movements to officers when the intention is absolutely not the case. LGBTQ+ community members were concerned about being asked about sexual orientation in their encounters with police and

the relevance of their sexual orientation in regard to being stopped by a police officer. This has led people to believe that bias has a negative impact on treatment by police.

3.4.3 Recommendations

- Increase awareness of social services and advertise their availability
 - Utilize members of the Battle Creek Citizens Academy Alumni Association and opportunities like neighborhood planning meetings to communicate the services available
 - Leverage existing CIT partnerships for more efficient communication of available services
- Improve upon and increase training for officers, such as
 - ASL training
 - Cultural sensitivity training
 - Crisis intervention training
- Publicize the types of trainings required by police officers on the BCPD website
- Encourage officer attendance at community events such as Hispanic Heritage Month
 - When attending events in the community on behalf of BCPD, officers should not wear their uniforms as to not resurrect trauma experienced by BIPOC populations, but officers should display their badges so the community can begin to get to know them in their capacity as law enforcement.
- Ensure cadets in the police academy are required to volunteer and participate in cultural events from different pockets of the community.
- Create a citizens review board to ensure accountability to the public in regard to police misconduct
- Increase outreach with community-based organizations regarding job opportunities and programs like the Citizens Academy
- Partner with other law enforcement agencies for area job and career fairs
- Enhance transparency in statistics ranging from stops, arrests, convictions to the number and status of complaints against officers in the form of a publicly available website

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Appendix B: Community Engagement Questions



Conversation topics

What community activities/engagement by BCPD have you found impactful?

In what areas could BCPD improve its outreach?



Conversation topics

What media option do you use to access police activity?

Are there other sources for information that you would like the police to utilize?



Conversation topics

What BCPD youth initiatives and engagement activities are you aware of?

How can BCPD improve youth engagement and interactions?



Conversation topics

In what ways could BCPD be more transparent with the community?



Conversation topics

What recommendations do you have to improve police-community relations?

Appendix C: “Just Us” Podcast Structure and Topics

SUGGESTED TOPICS
Back in '78 (Civil Service w/Chief Sturdivant)
Minding Mental Health(CIT w/Megan Taft)
Pray for Me (Cops and Clergy)
Black in Battle Creek (NAACP w/ Carey Whitfield)
Outstanding Officers (Interview BCPD Officer)
Battle Creek and Burma (Burma Center w/Tha Par)
LGBTQIA Support (BC Pride w/Deana Spencer)

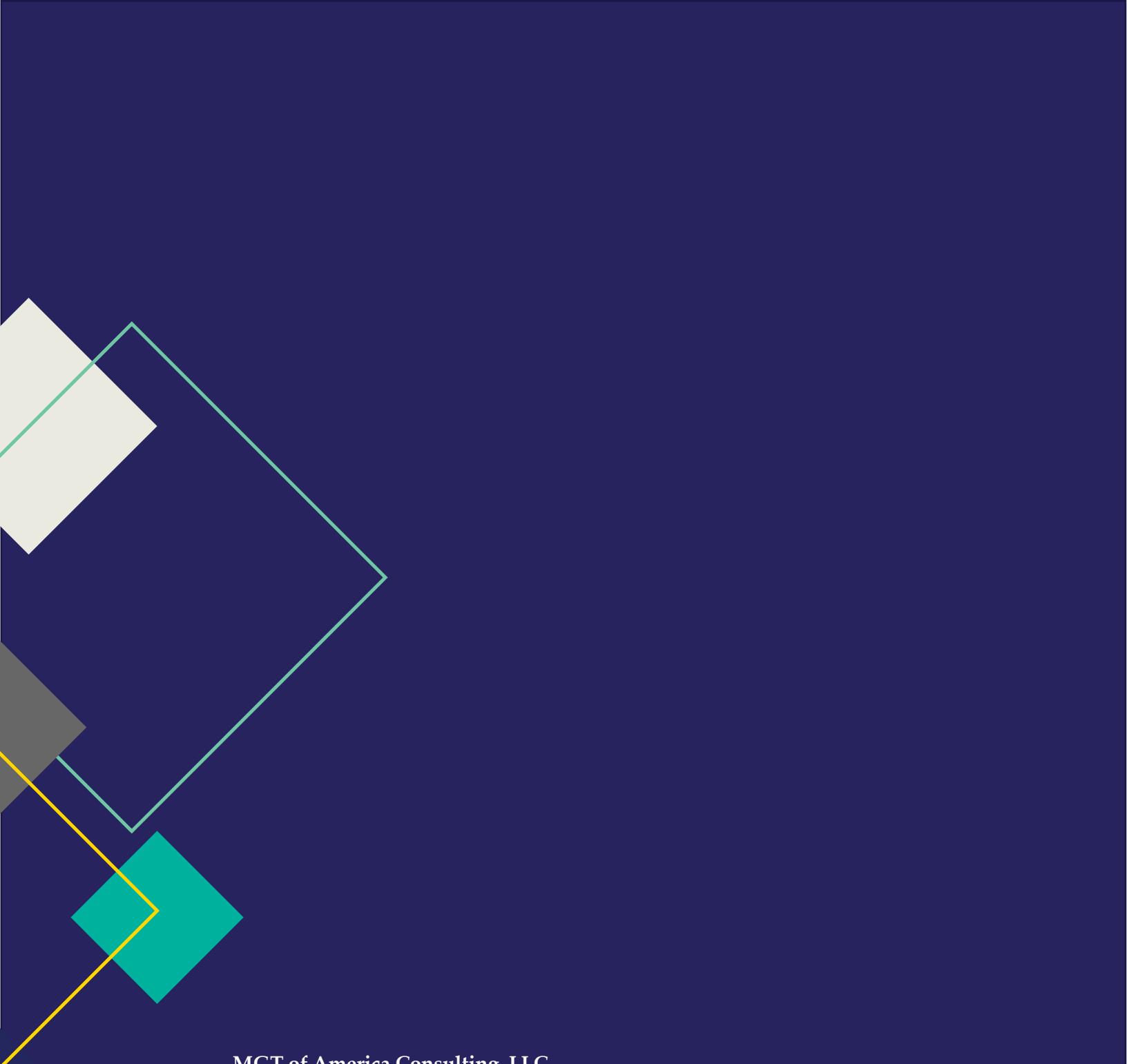
Structure:

- I. Introduction (3-5 Minutes)
 - a. Introduce the podcast, housekeeping/business/announcements
- II. News from the Chief (10 Minutes)
 - a. Big news concerning PD since the last show could include:
 - i. Exciting internal developments within BCPD which residents could/should be excited about
 - ii. Local or National news that impacts policing
 - iii. New Initiatives to engage the community
 - iv. Upcoming opportunities for community engagement
- III. Guest & Expert Discussion (30 Minutes)
 - a. 15 minute segment
 - b. Would recommend a rotating guest list which requires a good amount of coordination and prep.
 - c. Introduce topic and guest and ask 1-2 prepared questions + follow up
- IV. Officer Highlight (10-15 Minutes) or Q&A
 - a. A chance to highlight officer achievements or
 - b. Take 1-2 pre-screened questions regarding BCPD
- V. Upcoming Events & Closing (3-5)

Estimated Prep Time: ~3 hours per episode

Production Time: ~2 hours per episode

Post Production: ~2 hours per episode (W/O Video)



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