Outlook

Fw: MVFREE Addendum to PAAC Annual Report

From Paul Navazio <Paul.Navazio@cityofsanrafael.org>
Date Fri 2/27/2026 9:45 AM
To Lindsay Lara <Lindsay.Lara@cityofsanrafael.org>; Angela Robinson Piñon <Angela.RobinsonPinon@cityofsanrafael.org>
Cc John Stefanski <John.Stefanski@cityofsanrafael.org>; Andrea Visveshwara <Andrea.Visveshwara@cityofsanrafael.org>

2 attachments (556 KB)
3-2-26 MVFREE Addendum.pdf; 3-2-26 RIPA Reliability.pdf;

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From: Tammy Edmonson [redacted]>
Sent: Friday, February 27, 2026 9:27:45 AM
To: Mayor Kate <kate.colin@cityofsanrafael.org>; Maika Llorens Gulati <maika@cityofsanrafael.org>; Eli Hill <eli.hill@cityofsanrafael.org>; Rachel Kertz <Rachel.Kertz@cityofsanrafael.org>; Maribeth Bushey <maribeth.bushey@cityofsanrafael.org>
Cc: MV FREE [redacted] Paul Navazio <Paul.Navazio@cityofsanrafael.org>; David Spiller <661@srpd.org>
Subject: MVFREE Addendum to PAAC Annual Report

Dear Mayor Colin and Members of the San Rafael City Council,

Please pull Item 2g from the March 2 Consent Agenda. It needs and deserves the Council's full attention.

You will recall that last year, at the Mayor's suggestion and request of the PAAC, MVFREE presented to the PAAC on the Racial and Identity Profiling Act (RIPA). After careful consideration of the in-depth presentation, the PAAC voted to make four equitable policing recommendations to the City Council. These recommendations are referenced in skeletal form[1] at the May 21, 2025, section of the PAAC Annual Report, on pages 10 and 11.

The **MVFREE Addendum** (attached and linked here) supplements the PAAC's Annual Report with the information the Council needs to understand and consider the PAAC's recommendations—including their full content, purpose, operation, and evidentiary basis.

MVFREE has been studying the State RIPA Board's annual data analyses, reports, and recommendations for years. No one has more experience analyzing the RIPA data of Marin County law enforcement agencies using the RIPA Board's formulas and methodologies than MVFREE. Our primary data analyst, Tammy Edmonson, will be present at the March 2 City Council meeting to answer any questions the Council might have about the RIPA and the PAAC's equitable policing recommendations.

We are aware that some in local law enforcement have promoted a theory developed by the law enforcement lobbying group PORAC to discredit and avoid the purpose, operation, and methodology of RIPA and the state agency

(the RIPA Board) charged with its implementation. Of course, law enforcement agencies are not free to disregard the laws and regulatory agencies they dislike or disagree with. Nevertheless, since the insupportable PORAC theory appears to have gained some adherents in San Rafael law enforcement, we are providing a memorandum on **RIPA Reliability** (attached and linked here) that briefly describes how the statute and the Board operate, and the failings of the PORAC theory.

Sincerely,

MVFREE Police Team

Helen Bruner
Tammy Edmonson
Tara Evans
Ginna Fleming
Frank Leidman
Barbara Rothkrug
Ed Rusly

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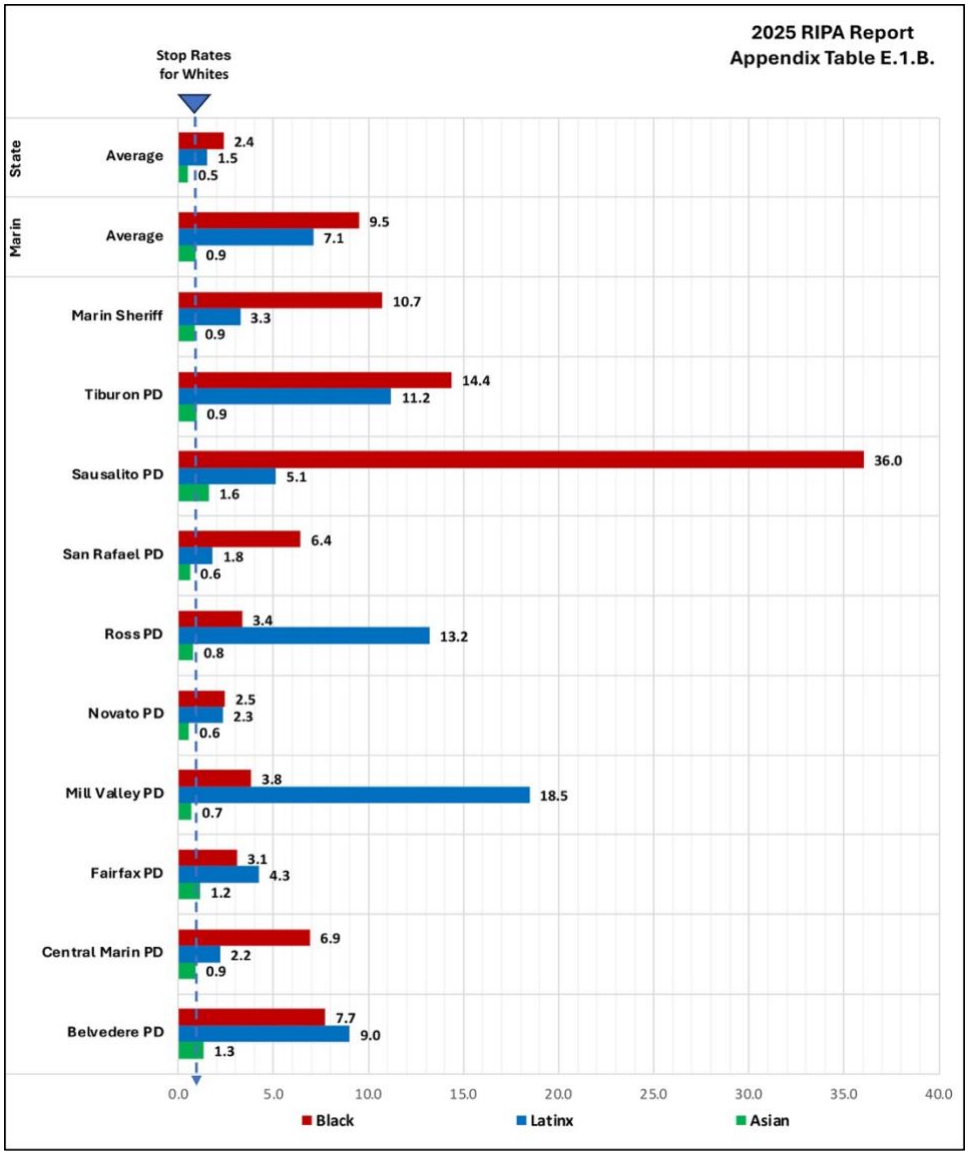
[1] At the May 21 hearing the PAAC expressed the intention to adopt the four full recommendations as proposed by MVFREE. When individual members moved to adopt each of the four recommendations, they used short-hand titles rather than reading the full text of each recommendation. The Annual Report references these these short-hand titles. For the benefit of the City Council and the public, the Addendum includes the full text of each recommendation and all of their requisite elements.

MVFREE Addendum to PAAC Annual Report:
Equitable Policing Recommendations (May 21, 2025)

Racial and Identity Profiling Act (RIPA)

On May 21, 2025, at the PAAC's request, MVFREE data analyst, Tammy Edmonson, presented on the 2025 Report of the State RIPA Board,[1] and what San Rafael Police Department (SRPD) RIPA data reveals regarding policing disparities in this community. Her data-based presentation and supporting documents (May 21, 2021, PAAC Agenda Packet, pp. 16-55) revealed: (A) pervasive state and countywide policing disparities for Black and Latinx people, including in San Rafael; (B) specific practices and conditions that cause and contribute to San Rafael's racial policing disparities and RIPA-recommended strategies to alleviate them; and (C) how ongoing RIPA monitoring and metrics can ensure continuous improvement toward safe and equitable policing in San Rafael. The data in each of these areas is summarized below.

A. State and Local Racial Stop Disparities



The 2025 RIPA Report reveals substantial stop disparities in San Rafael for Black and Latinx people (Black people stopped at 6.4 times the rate of Whites and Latinx people stopped at 1.8 times the rate of Whites).

The RIPA Board found this same pattern of Black and Latinx stop disparities in more than 90% of all California law enforcement agencies. However, Marin County law enforcement agencies, including the SRPD, had Black and Latinx stop disparities that were significantly higher than State averages.

The statewide data for more than 500 police agencies showed that these racial stop disparities were not justified by racially disparate findings of criminal conduct.

[1] Both the 2025 Report and the MVFREE analysis were based on mandatory law enforcement reporting of perceived demographic data on every stop in 2023.

B. Identifying and Remediating the Causes of SRPD Racial Disparities

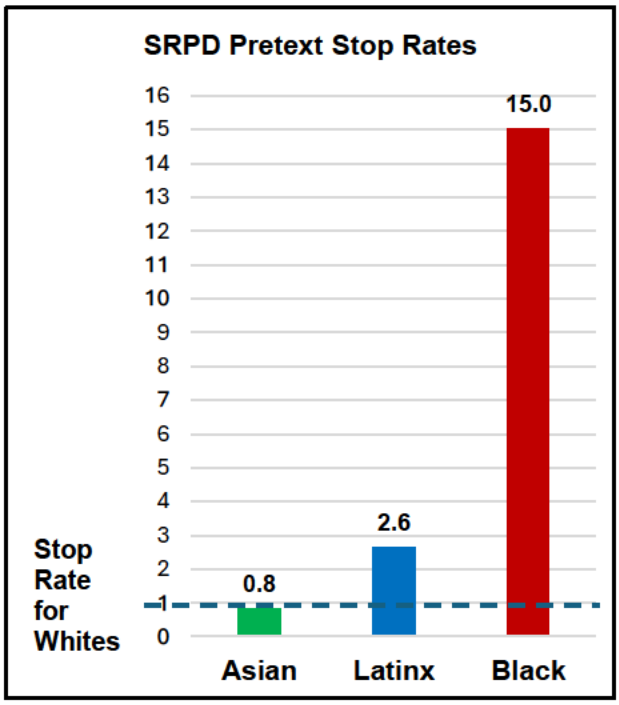
SRPD RIPA data include comprehensive demographic information on a wide range of police practices that underlie and can contribute to overall stop disparities. A granular analysis of the SRPD data revealed two practices in San Rafael that contribute significantly to the Black and Latinx stop disparities: *(1) racially disparate pretext stops; and (2) race-based calls for service by San Rafael community members.*

As summarized below, the PAAC examined the operation and impacts each of these practices in San Rafael, and adopted recommendations modeled on those of the RIPA Board to reduce or eliminate the racial policing disparities in San Rafael caused by these practices.

1. SRPD Pretext Stops

Pretext Stop Defined—In the context of the RIPA Board's annual reports and recommendations, a "pretext stop" is any stop based on a minor administrative or equipment infraction (things like expired registration, lighting equipment, and license plate violations), where the officer has no reason to suspect criminal conduct other than the infraction. These stops have been dubbed "pretext stops" because law enforcement agencies typically do not prioritize citations for these infractions but use them as a "pretext" to justify an otherwise unwarranted investigation (i.e., a generalized inquiry, request for consent to search, or other exploration unrelated to the infraction.) From the RIPA Board's equitable policing perspective, however, the officer's subjective intent is not the nexus of the concern. Rather, it is the inherently discretionary nature of the stops that has made them a locus of racially disparate law enforcement.

RIPA Board Recommendation—The RIPA Board has consistently found that pretext stops have a profoundly disparate impact on people of color and yield negligible law enforcement benefits. For this reason, ***the RIPA Board strongly recommends that all law enforcement agencies ban pretext stops***. Often jurisdictions dedicate a surprisingly large percentage of their law enforcement resources to these inequitable stops and get very little in return. Many cities have eliminated pretext stops with no negative consequences, including San Francisco and Los Angeles. Pretext stops are also banned statewide in Virginia, Oregon and Washington.



SRPD RIPA Data Reveals Steep Racial Disparities in SRPD Pretext Stops

Pretext stops account for just 12% of all SRPD stops but still contribute significantly to San Rafael's overall stop disparities due to the steep racial disparities in these stops.

- **Black people are subject to SRPD pretext stops at 15 times the rate of Whites.**
- **Latinx people are subject to SRPD pretext stops at 2.6 times the rate of Whites.**

Eliminating SRPD pretext stops would reduce total annual SRPD stops of Black people by 17.8% and would reduce total annual stops of Latinx people by 14.2%.

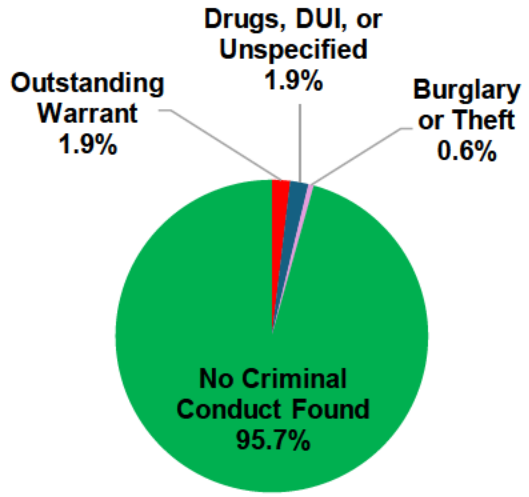
SRPD Pretext Stops Almost Never Uncover Criminal Conduct

- **More than 95% of the time, SRPD pretext stops result in no finding of criminal conduct.**
- **Roughly half of the criminal conduct discovered in SRPD pretext stops consists of outstanding warrants**
- **The SRPD does not prioritize the infractions that underlie pretext stops. 72% of people stopped by the SRPD for pretext stops do not receive a citation for the infraction that formed the basis for the stop.**

Eliminating the unproductive practice of pretext stops in San Rafael would not negatively impact public safety.

Note: Concern over DUIs is misplaced. When officers see indications of drunk driving (weaving, lights off after dark, etc.), this supports a "reasonable suspicion" of drunk driving which justifies a DUI stop. These are NOT pretext stops.

2023 SRPD Pretext Stop Productivity



72% are not cited for the infraction that formed the basis for the stop.

PAAC RECOMMENDATION—PRETEXT STOPS

Member Alvarez moved to adopt MVFREE recommendation #2 consisting of the following to reduce excess stops of Black and Latinx people caused by unproductive, racially disparate pretext stops:

- **Adopt a one-year pilot program eliminating SRPD pretext stops to test the impact on—**
  - **SRPD racial stop disparities, and**
  - **SRPD law enforcement outcomes.**
- **Enlist MVFREEs assistance to develop a policy to govern the pilot program tailored to San Rafael's needs.**

Member Ruiz seconded the motion.

AYES: MEMBERS: Alm, Alvarez, Nguyen, Ruiz, Tokolahi, Valdez
NOES: MEMBERS: Kamena
ABSENT: MEMBERS: Davidi

Status: *The PAAC's annual report indicates that "the Department" does not support this recommendation and elevates the discussions and opinions of a small "RIPA working group" to bolster this view. The opinions of the "working group" members are inapposite, bear no legal or official weight and have no place in the PAAC's annual report. The three PAAC members met for months in closed door sessions with law enforcement representatives to discuss "alternatives" to the PAAC's official RIPA recommendations. The full PAAC did not learn that the "working group" was reconsidering its May 21 recommendations until the group presented its views as an "information item" at the PAAC's October 15 meeting. The full PAAC did not consider, vote on, or approve these views that were directly at odds with the official recommendations overwhelmingly approved on May 21. The City Council should honor the hard work of the PAAC by giving its official substantive recommendations due and proper consideration.*

2. Race-Based Calls for Service

Race-Based Calls for Service (or "Bias by Proxy") Defined— Too often, community members call the police because seeing someone of another race in their neighborhood makes them uneasy, even though the person is not behaving in a suspicious manner. If police respond, this subjects individuals to unwarranted police interference and contributes to racial policing disparities.



RIPA Board Recommendation— In 2020, the RIPA Board identified the critical need for practical policies to prevent race-based calls for service. The Board developed detailed policy and training recommendations intended to help officers identify race-based calls, protect the subjects of the calls, educate the callers to prevent future such calls, and ensure that the agencies record and monitor the calls as part of their performance metrics. 2020 RIPA Report, pp. 54-57.

The Mill Valley Experience— When 2020 RIPA data showed that Mill Valley community members were calling the police about Black people at nearly 20 times the rate of Whites, the MVPD and the City of Mill Valley worked with MVFREE to develop a RIPA-informed policy, training and a public education campaign. The Police Chief made a public service video, and the City sent fliers (shown at left) to every Mill Valley household with specific guidance on the appropriate uses of 911.

The Mill Valley effort resulted in a 25% reduction in call for service disparities in the first year.

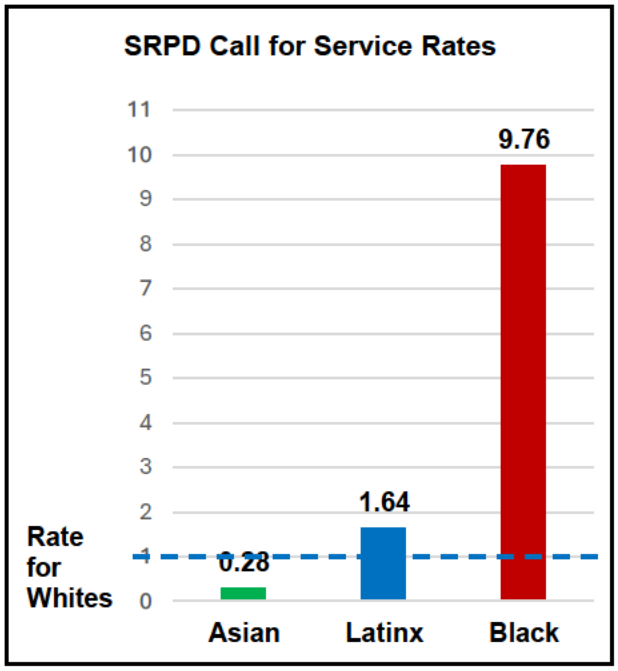
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SRPD RIPA Data Reveals Steep Racial Disparities In Calls for Service

- **Calls for service account for more than 30% of all SRPD stops.**
- **San Rafael community members call the police about Black people at 9.76 times the rate of White people and call the police about Latinx people at 1.6 times the rate of Whites.**
- **In more than half of these calls, police find no evidence of criminal conduct.**

The Mill Valley experience shows that a multi-pronged approach can substantially reduce racial call for service disparities.



PAAC RECOMMENDATION—
RACE-BASED CALLS FOR SERVICE

Member Kamena moved to adopt MVFREE Recommendation #1 consisting of the following to reduce call for service disparities in San Rafael:

- **Adopt a bias by proxy policy modeled on RIPA recommendations;**
- **Provide regular training and standard operating procedures for bias by proxy aligned with the recommended policy; and**
- **Conduct a community education campaign similar to that adopted by Mill Valley.**

Member Alm seconded the motion.

AYES: MEMBERS: Alm, Alvarez, Kamena, Nguyen, Ruiz, Tokolahi, Valdez
NOES: MEMBERS: None
ABSENT: MEMBERS: Davidi

Status: *The PAAC's annual report indicates that, after the May 21 hearing, the SRPD independently developed and adopted a bias by proxy policy. On that basis, the report erroneously asserts that this recommendation has been "Completed." We commend the Department's proactive approach. However, the new policy does not reflect the detailed, specific guidance or safeguards of the RIPA Model Policy (2020 RIPA Report, pp. 54-57) and was never placed on the PAAC's agenda or discussed at any public meeting. Furthermore, a bias-by-proxy policy was only a piece of the PAAC's recommendation. The training, standard operating procedures, and public education campaign— which are integral to the recommendation— remain entirely unaddressed and unfulfilled*

C. RIPA Data Monitoring for Continuous Improvement

RIPA requires the SRPD to collect and report extensive data on an ongoing basis. Until now, the City and the SRPD have not utilized this valuable resource to assess or inform San Rafael police practices. Nor has San Rafael sought to identify or implement any of the RIPA-recommended best practices detailed in the encyclopedic reports of the State RIPA Board over the past eight years.

On May 21, MVFREE recommended and the PAAC voted to adopt the two recommendations below to leverage SRPD RIPA data and the extensive resources of the State RIPA Board to promote continuous progress toward safe and equitable policing in San Rafael.

PAAC RECOMMENDATION—PERFORMANCE METRICS AND MONITORING

Member Alm moved to adopt MVFREE recommendation #3 consisting of the following to measure and monitor the effectiveness of any and all SRPD equitable policing strategies:

- **Use the initial RIPA disparity finding as the baseline for progress monitoring;**
- **Identify the numerical goal of the remedial strategy (elimination or % reduction in the disparity); and**
- **Establish and track annual data-informed benchmarks (expected outcomes from the chosen remedial strategy).**
    - **E.g., eliminating SRPD pretext stops is expected to reduce Black stops by 17.8% and reduce Latinx stops by 14.2% in year 1.**
    - **E.g., the three-part bias by proxy strategy is expected to reduce call for service disparities by 25% in year 1.**

Member Kamena seconded the motion.

AYES: MEMBERS: Alm, Alvarez, Kamena, Nguyen, Ruiz, Tokolahi, Valdez
NOES: MEMBERS: None
ABSENT: MEMBERS: Davidi

PAAC RECOMMENDATION—ANNUAL RIPA EQUITY ASSESSMENT

Member Alm moved to adopt MVFREE recommendation #4 to conduct an annual RIPA equity assessment consisting of the following to ensure continuous progress toward safe and equitable policing:

- **Monitor progress and refine existing remedial strategies as needed;**
- **Gradually expand areas of analysis until all potential areas of concern have been assessed;**
- **Adopt targeted remedial strategies to address any newly discovered disparities; and**
- **Establish performance metrics for new and ongoing strategies for the coming year.**

Member Kamena seconded the motion.

AYES: MEMBERS: Alm, Alvarez, Kamena, Nguyen, Ruiz, Tokolahi, Valdez
NOES: MEMBERS: None
ABSENT: MEMBERS: Davidi

Status: *The PAAC's annual report indicates that the PAAC's two recommendations pertaining to ongoing RIPA monitoring are "under consideration." It appears that the SRPD which led the development of the annual report is again promoting the unofficial views of the "RIPA working group." Apparently that group discussed creating a "RIPA dashboard" as an alternative to the data-based analysis reflected in the PAAC's two recommendations, above. Again, the idea of a RIPA dashboard was never considered or adopted by the full PAAC. Whatever benefits a RIPA dashboard might provide, it would accomplish none of the objectives of the PAAC's two RIPA-data-monitoring recommendations above.*

Many law enforcement agencies include "RIPA dashboards" on their websites that provide excerpts and summaries of the agency's RIPA data selected and interpreted by the agency and its vendors. The dashboards do not include the full RIPA data sets which are essential to meaningfully and independently analyze the data. Instead, the dashboards present high level generalities (e.g., number and percentage of total stops by category, area, race, etc.). Critically, they do not calculate, report or address the significance of the data as a measure of policing disparities. Based on the data available on a RIPA dashboard, it would be impossible to measure or monitor the effectiveness of specific equitable policing strategies, or to carry out the annual RIPA equity assessment as proposed in the PAAC's two recommendations above.

Conclusion

With RIPA, California has established the most complete and reliable system for measuring and addressing policing disparities that has ever existed. See, *RIPA Reliability*. We hope this memorandum provides the foundation that the Council needs to begin to understand the need for, and benefits of, the PAAC's equitable policing recommendations in San Rafael. MVFREE will be happy to answer questions and provide other supports to further the Council's informed consideration and implementation of these targeted recommendations. RIPA requires California law enforcement agencies to eliminate policing disparities and provides effective means to do so. Please do not turn away from this important responsibility.

RIPA Reliability:
Operation of the Law and Failings of the PORAC Theory

Introduction

The law enforcement lobbying group PORAC has aggressively opposed any legislation—in California and across the nation—designed to identify, measure, or address racial and other policing disparities. Despite PORAC opposition, in 2015 the California Legislature passed the groundbreaking Racial and Identity Profiling Act (RIPA), "to eliminate racial and identity profiling and improve diversity and racial and identity sensitivity in law enforcement." The law requires law enforcement agencies to collect and report comprehensive demographic data on all police stops and related activities and creates and empowers the State RIPA Board to analyze the data and issue annual reports and recommendations for the purpose of identifying and overcoming policing disparities and their causes.

The encyclopedic Annual Reports of the State RIPA Board represent the cutting edge of multi-disciplinary research into the patterns, causes, and conditions of policing disparities in California, and the law enforcement best practices that can prevent them.

PORAC wants us to ignore the law and its mandate. Since RIPA became law, PORAC has promoteed an easily disproven hypothetical objection to the RIPA Board's statistical methodology in an effort to discredit and evade the law's purpose and effect. Of course, law enforcement agencies are not free to disregard the laws and regulatory agencies they dislike or disagree with. Unfortunately, the PORAC theory appears to have gained some adherents in San Rafael law enforcement circles. To assist the City Council's understanding, this memorandum briefly describes: (A) the analytical best practices used by the RIPA Board to identify and measure policing disparities; and (B) the PORAC theory and the fallacies at its core.

A. RIPA Experts' Methodology

RIPA takes a dispassionate and scientific approach to the emotionally and politically charged issue of policing disparities. Experts on the RIPA Board and staff use analytical best practices to identify, measure, and study policing disparities in every California law enforcement jurisdiction.

Thanks to the statutory reporting requirements, the RIPA Board has access to a massive, comprehensive data set that includes demographic data—reported by police—on every single stop in the State (over 4.7 million stops by more than 500 police agencies every year). With this information, the RIPA Board is able to precisely determine stop demographics for every California law enforcement agency without resort to sampling or estimates.

But how does the Board determine whether the stop demographics indicate policing disparities? Statistically speaking, all things being equal, an agency's stop demographics should closely mirror the population demographics of its jurisdiction (in a community that is 60% White, we would expect roughly 60% of the people stopped by police to be White.) Identifying stop disparities therefore necessarily requires a comparison of an agency's annual stop demographics to a benchmark of local population demographics.

The RIPA Board uses the gold standard for U.S. population demographics as its benchmark: the Census Bureau's annual American Community Survey estimates. These are the same demographic data that inform state and federal government decision-making and allocation of resources (more than $100 billion annually) in such critical areas as public health, education, housing, infrastructure, and democratic representation. The Census ACS estimates provide a standardized benchmark that is readily available for virtually all jurisdictions which allows the RIPA Board to meaningfully compare disparity patterns and relationships in and among jurisdictions.

RIPA Board data, formulas, and methodologies are entirely transparent. They are available—along with the Board's disparity findings for every city, county, and statewide law enforcement agency in California—in the annual RIPA Reports linked above.

B. The PORAC Theory and Why it Fails

The PORAC theory urges us to disregard RIPA and the RIPA Board's disparity findings in their entirety solely because the Census data benchmark is based on surveys of the local resident populations, and not everyone stopped by police is a local resident. By PORAC's reasoning, any statistical analysis with an element of sampling, estimation, or extrapolation would have to be discarded.

(1) The PORAC Theory is Unreasoned and Unsupported

In the nine years that the RIPA Board has been publishing its disparity findings, PORAC has failed to identify a single instance in which the Board erroneously identified a policing disparity due to the use of the Census benchmark, or for any other reason.

PORAC does not dispute the fact that the Census data is the *best available benchmark* for local population demographics. Indeed, there is *no* benchmark for population demographics that includes visitor demographics, and for obvious reasons: *visitors to a given jurisdiction represent a highly variable population whose identities and demographics change on a daily and even hourly basis*. By contrast, the resident population is heavily determinative of average year-round demographics because it reflects a reliable constant in the jurisdiction: residents are consistently present in the jurisdiction all year long (they might visit other jurisdictions, but every trip begins and ends in the jurisdiction of their residence); and the demographic identities of residents do not change.

Nor has PORAC pointed to any evidence of a substantial demographic difference over the course of a year between the residents and visitors in any California jurisdiction, much less a difference consistent and pervasive enough to meaningfully affect the RIPA Board's disparity calculations. To the contrary, when we look at the actual data, PORAC's conjecture about visitor-resident demographic differentials is entirely unsupported.

(2) Statewide RIPA Data Disproves the PORAC Theory

The size and consistency of racial policing disparities across all California law enforcement agencies at every level powerfully refute the PORAC theory that RIPA disparity findings are a product of shifting demographics caused by interjurisdictional travel.

The reality of policing disparities in California came into sharp focus with the 2025 RIPA Report when comprehensive statewide RIPA data became available. That data revealed that all Marin County law enforcement agencies, and over 90% of all California police agencies, stop Black and Latinx people at higher rates than they do Whites. In San Rafael the RIPA Board calculations show the SRPD stops Black people at 6.4 times the rate of Whites and stops Latinx people at 1.8 times the rate of Whites. Countywide the average Black and Latinx stop disparities are even higher.

In order to negate these findings of Black and Latinx policing disparities in San Rafael (or any other California jurisdiction) based on the PORAC theory, there would have to be an ongoing disproportionate influx of Black and Latinx visitors into the city large enough to substantially reshape the local resident demographics (vastly expanding to local Black and Latinx population). If that were occurring, there would have to be a correspondingly large and disproportionate exodus of Black and Latinx people from the visitors' jurisdictions of origin. This would, presumably, be reflected in correspondingly low stop rates for Black and Latinx people in those jurisdictions. But, as the 2025 RIPA Report shows, there is no jurisdiction in the San Rafael vicinity, and virtually none in the entire state, with low or even equitable Black and Latinx stop rates.

The steep and pervasive Black and Latinx stop disparities in California shown in the 2025 RIPA Report tell us two things: first, California has an undeniable systemic problem with Black and Latinx policing disparities; and second, those disparity findings cannot be blamed on the omission of visitor demographics from the Census benchmark.

(3) We Tested the PORAC Theory and it Failed

There are a number of reliable ways to test whether and how visitors to a jurisdiction are affecting RIPA disparity calculations. Yet PORAC has conspicuously failed to put its theory to the test. MVFREE has undertaken some of these tests in our analyses of the Marin County Sheriff's Office (MCSO) and the Mill Valley Police Department RIPA data. In each instance, the test results rebutted the PORAC theory.

Resident-Only Data Analysis

As part of its RIPA data collection, the MCSO has been recording whether or not detainees are County residents. This made it possible for MVFREE to conduct a resident-only disparity analysis to test whether the demographics of visitors to the County materially affected the disparity findings made using the RIPA Board formula. We found that they did not.

MVFREE's one-year analysis of resident-only MCSO stop data showed that Black residents were stopped at 8.3 times the rate of White residents. When visitor stops were included, the stop rate for Blacks showed a fractional increase to 9.2 times the rate of Whites. For Latinx people, the resident-only data showed Latinx people being stopped at 2.4 time the rate of Whites, compared with 2.8 times the rate of Whites when visitor stops were included. These marginal differences did not materially affect the disparity findings using the RIPA Board's disparity analysis.

Day vs. Night Data Analysis

Conducting a separate analysis of stop disparities for high and low visitation periods (day vs. night) provides another means of assessing the impact of visitor traffic in a jurisdiction on RIPA disparity findings. MVFREE did a one-year analysis of day vs. night stop rates for Mill Valley and again found that the presence or absence of visitors did not materially affect the disparity findings. The day vs. night stop rates for Black people were 6.5 and 6.3 times the rate of Whites, respectively. The day vs. night stop rates for Latinx people were 2.7 and 3.4 times the rate of Whites, respectively.

Conclusion

With RIPA, California has established the most complete and reliable system for measuring policing disparities that has ever existed. The RIPA Board's disparity calculations have been tested and honed over many years and represent analytical best practices. The RIPA mandate—to identify and eliminate policing disparities wherever they are found—is clear. The annual RIPA reports provide the tools and best practices communities, and law enforcement agencies need to achieve that mandate.