

# 执行摘要



2014 年 1 月

Seattle  
Community  
Police Commission

我们的城市。我们的安全。我们的警方。共同向更好的方向发展。

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在线获取本《执行摘要》和完整版《2014 年社区外展活动报告》，请登陆：  
[www.seattle.gov/policeCommission/resources.htm](http://www.seattle.gov/policeCommission/resources.htm)。

# 执行摘要

## 西雅图社区警察委员会及社区参与活动

2012 年，在美国司法部（Department of Justice，简称 DOJ）报告了西雅图警察局（Seattle Police Department，简称 SPD）违反宪法的举止或行为后，西雅图市与美国司法部签订了一份《和解协议》，用于对西雅图警察局进行改革。该《和解协议》要求成立西雅图社区警察委员会（Seattle Community Police Commission，简称 CPC），委员会成员代表社区大众意见，并负责向社区提供与警察局改革流程和改革提案有关的建议。CPC 有责任确保西雅图市各个多元化社区了解并代表各自的观点，并且让他们有机会参与到警察服务的改进工作中并表达自己的心声。



联席主席 Lisa Daugaard、联席主席 Diane Narasaki、Claudia D'Allegri、Bill Hobson、Jay Hollingsworth、Kate Joncas、Joseph Kessler、Tina Podlodowski、Marcel Purnell、Jennifer Shaw、Kevin Stuckey、Harriett Walden 牧师、Aaron Williams 牧师

CPC 于 2013 年 10 月期间开展了其首个社区外展活动。此次社区外展活动的主要聚焦点是获取对 CPC 政策建议草案的反馈意见，该草案包含与无偏见治安、制止与拘留、使用武力和车载录像有关的政策。该反馈意见已包含在 2013 年 11 月 15 日发布的 CPC 政策建议报告中。在 2013 年的外展活动中，CPC 还针对总体改革流程、CPC 的作用、与警察交流的经验以及社区参与活动指导征求了社区观点。

社区参与程度十分可观。参与活动的社区均对受邀参加活动表达了感谢，并非常希望未来能有更多机会参与持续进行的讨论。然而，改革流程的时间限制让我们面临着许多重大挑战，许多重要的合作伙伴组织和选区也因此未能充分参与到活动中。该时间表也引发出一些怀疑的声音，即社区的反馈意见将会对 SPD 所采用的最终政策和改革产生重大影响。

## 执行摘要

参与者明确表示，改革过程中的公众信心将最终取决于是否有明显的进展迹象。我们需要与社区进行持续对话，期间还应针对所取得的进展进行报告，包括所采取的措施与 CPC 建议的结合程度；社区意见如何对最终政策和改革工作产生整体影响的信息；跟踪警察行为的硬数据；以及年度社区调查结果。

Professional Accountability Auditor) 以及西雅图人权委员会 (Seattle Human Rights Commission)。我们期待在未来的工作中能够拥有更多的合作机会。

2013 年 10 月，CPC 及其合作伙伴和支持者在 150 多场集会中聚集了超过 3,400 个社区成员。

参与者还认为，公众迫切希望了解与其权利、如何投诉、警察问责制度如何运作以及改革进程相关的信息。

CPC 将继续通过提供对话机会，征求社区观点，以改善社区与警察之间的关系以及在具体政策问题上融入社区观点。

2013 年，CPC 政策工作组与许多机构展开合作并获得了他们的技术援助，受益良多，这些机构包括 DOJ 和美国检察官办公室 (U.S. Attorney's Office)、西雅图警察监督团队 (Seattle Police Monitor Team)、西雅图市检察官办公室 (Seattle City Attorney's Office)、SPD (尤其是合规团队以及审计政策和审查人员)、华盛顿州刑事司法培训委员会 (Washington State Criminal Justice)、专业问责审核员办公室 (Office of

**OFFICE OF THE COMMUNITY POLICE COMMISSION**

DIRECTOR APPOINTED  
PROPOSED REFORMS  
NOT INVOLVED  
UPCOMING MEETINGS

**Seattle Community  
Police Commission**  
True public safety  
and better together.

**CREATING CHANGE THAT WILL ENDURE**

The City of Seattle established the Community Police Commission (CPC) to provide community input on proposed Seattle Police Department (SPD) reforms. The CPC was mandated under a memorandum of understanding between the City and the U.S. Department of Justice (DOJ), which stated work to be done over three years to achieve bias-free policing and address the past use of excessive force.

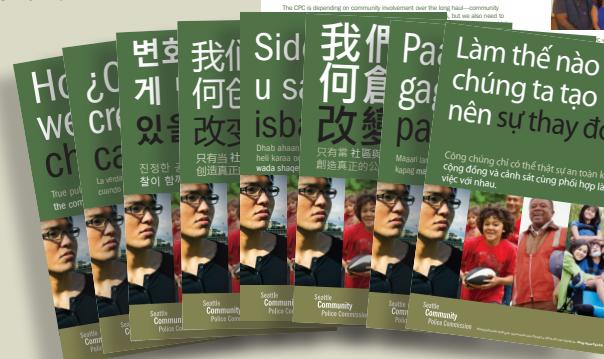
The CPC plays a key role in the reform efforts. The CPC's charge is to represent a broad range of community perspectives and to engage the SPD directly, to get critical feedback, and to then recommend changes to SPD policies and practices. It gives community members a voice and state their needs.

The CPC is depending on community involvement over the long haul – community members live or work in all five neighborhoods. We invite you to participate in our community meetings, to provide your input, and to help us to build trust between Seattle's police and its residents.

**CPC recommendations are intended to:**

- Ensure police services comply with the Constitution, and the laws of Washington and the United States
- Improve police accountability and transparency
- Encourage community members to feel safe and comfortable interacting with police officers

The CPC works closely with other agencies to promote reform, develop policy recommendations and ensure implementation. The CPC is not a law enforcement agency and does not have the authority to make decisions about police policies and practices.



## Creating change that will endure

### What do we want to change?

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### Who is participating?

The CPC will arrange meetings with a wide range of community and faith organizations, neighborhood and youth groups, and with key partner agencies to talk about police reform. These partners include the Seattle Police Department, the Office of the City Attorney, the Office of the City Clerk, the Office of the City Auditor, and the Office of the City Treasurer. The CPC will also invite other partners to provide critical insight from communities particularly affected by police practices. Meaningful community participation and partnerships and stakeholder input are essential.

### CPC and partners in reform

CPC members:
Lisa Desjardins, Co-Chair
Bill Holden, Co-Chair
Deborah Johnson
Kate Jones
Joseph Kestner
Diane Narendar, Co-Chair
Mark Pfeifer
Jennifer Shaw
Steve Smith
Ben Harriet Weden
Ben Aaron Williams

Community members appointed by the Mayor and confirmed by the City Council include people of color, women, and faith communities. The CPC will also invite other partners to provide critical insight from communities particularly affected by police practices. Meaningful community participation and partnerships and stakeholder input are essential.

### A stronger, safer and more just Seattle

The CPC will work to build trust between Seattle's police and its residents. We invite you to participate in our community meetings, to provide your input, and to help us to build trust between Seattle's police and its residents.

### Community Police Commission Questionnaire

Help us to understand what you think Seattle Police Department needs to do to make our city a better place. Your answers will be held strictly confidential.

1. Please indicate whether you agree or disagree with the following statements.

	Agree	Disagree	Don't know	Don't care	Don't answer
The Seattle Police Department is a good place to work.	True	False	Don't know	Don't care	Don't answer
The Seattle Police Department is a place where people can only happen when the community and police work together.	True	False	Don't know	Don't care	Don't answer
The Seattle Police Department is a place where people can only happen when the community and police work together.	True	False	Don't know	Don't care	Don't answer
The Seattle Police Department is a place where people can only happen when the community and police work together.	True	False	Don't know	Don't care	Don't answer

2. For each item, please indicate how often you think Seattle Police officers do the following.

	Never	Rarely	Occasionally	Often	Always
These people differently because of their race	True	False	Don't know	Don't care	Don't answer
These people differently because of their gender or gender identity	True	False	Don't know	Don't care	Don't answer
Help people in the street to quickly resolve conflict	True	False	Don't know	Don't care	Don't answer
Use reasonable physical force	True	False	Don't know	Don't care	Don't answer
Use verbal de-escalation techniques	True	False	Don't know	Don't care	Don't answer
Help people feel good about themselves	True	False	Don't know	Don't care	Don't answer
These people are respectful	True	False	Don't know	Don't care	Don't answer

3. True public safety and better together can only happen when the community and police work together.

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# 2013 年社区外展活动进程

CPC 在改革过程中征求了公众、警员及其工会代表以及他们的关键利益相关者的意见，但是委员们特别希望了解以下人员的意见：曾与 SPD 有着紧张的警民关系的西雅图居民，或者曾经在政策制定过程中属于传统意义上的弱势群体。

CPC 曾付出过特别的努力，通过与 13 个直接向难以接触的人群提供服务的社区组织签订合同并向更多人伸出援手，来邀请这些弱势群体成员提供与警察局改革有关的建议。总共有 100 多家机构参与了此次外展工作。

CPC 及其合作伙伴和支持者在 150 多场集会中聚集了超过 3,400 个社区成员。并收到了定量和定性的反馈意见 - 参与者共完成了 3,000 多分调查问卷，协理员也详尽地记录了在集会对话中确定的关键主题。虽然大多数的调查问卷都是用英文填写完成的，但是我们已经将 464 份调查问卷翻译成了英文以外的其他语言。

## 调查结果

CPC 调查旨在促进社区成员更广泛地参与其中；目的不在于或执行方式不是用统计结果来代表所有西雅图居民和工作者的社区观点。为确保结果具有可对比性，CPC 调查中的许多问题都与去年经联邦监察员（监督与西雅图警务改革有关的《和解协议》的履行情况）委托展开的一项社区调查中的某些问题相似。CPC 还在此次调查中提出了额外的问题并获取了更多与调查对象有关的人口统计信息。监察员的调查是通过电话用英语进行的，不仅提供了许多有用信息，还得到了西雅图全体居民意见的总揽。但是，CPC 认为提供其他途径确保以前一直无发言权的人，以及可能非常关注警务实践以便更全面地了解公众态度的人获得公平对待，这一点至关重要。为此，CPC 调查是以多种语言进行管理，并在边缘化社区的引导会议上由值得信赖的社区领导主持开展。在向精神

疾病患者及其他残障人士征集意见时进行了特别关照。监察员十分认同 CPC 调查结果的重要价值，它将对了解公众对待 SPD 的态度提供完整的基线。

## 人口统计资料

CPC 成功地实现了接触众多弱势者的目标。百分之七十二 (72%) 的调查问卷都是由自认为是有色人种的人完成的。（委员会承认，“有色人种”一词具有不同的内涵，在这里用来指代未被认定为白人的人，即使每个人的差别很大。）超过 24% 的调查对象被认定为移民或难民。百分之十二 (12%) 的调查对象未满 18 周岁，18% 的调查对象的年龄介于 18 到 25 周岁之间，23% 的调查对象已年满 56 周岁或以上。男女人数大致相等（分别为 49% 和 48%），另有 1% 的调查对象被认定为跨性别者。16% 的调查对象被认定为男同性恋者、女同性恋者或双性恋者。

### 平等待遇

绝大多数（68%）调查对象认为 SPD 没有公平对待不同种族和民族的人，并有 65% 的调查对象认为 SPD 未对西雅图市的所有地区提供服务。三分之二或更多的调查对象认为西雅图警察没有向对待其他人一样对待无家可归者或有犯罪记录者。超过 50% 的调查对象认为精神疾病患者、酗酒或吸毒人士、年轻人以及伊斯兰教徒或具有中东血统的人并未受到公平对待，且超过 40% 的调查对象认为同性恋社区（LGBT）成员未与其他人一样享有同等待遇。

调查对象普遍认为警察频繁或经常做出一系列负面行为。区别待人的首要原因的包括种族 - 73%、种族貌相 - 69% 和滥用武力 - 60%。其他所有负面行为（除了两个）的比例均超过 50%。

### 与 SPD 互动及问责过程

近三分之一的调查对象曾向 SPD 提出过投诉，其中 57% 的调查对象对 SPD 处理投诉的方式并不满意。近三分之二（64%）的调查对象或其家人曾有与 SPD 接触的个人经历，其中 60% 的调查对象认为此次经历令他们不悦。曾与 SPD 接触的调查对象需要回答一道开放式问题，来对其经历发表评论，共有 71% 的调查对象对此作出回复。近一半（48%）的评论被认为含有负面情绪。大多数人在其评论中对警察的人身或言语攻击（14%）、粗鲁/无礼的行为（13%）以及警察歧视他人的行为（12%）表示担忧。



参加社区会议的人确定了 SPD 需要在哪些方面做出改变，提供了意见和解决方案，并针对 CPC 的政策建议草案给予了反馈意见。

### 改善 SPD 表现的政策

调查问卷还包含了一道与如何改善 SPD 表现相关的问题。某些地区针对在 CPC 政策建议草案中包含的某些要素提供了反馈建议。大多数（75% 到 88%）调查对象认为这些步骤可能会或将会发挥作用。

### 整体调查结果

即使调查对象对警察表达出许多负面看法，但总的来说，他们对警察在保证民众安全、有效地服务于社区以及尊重他人方面给予了相对较高的评价。简而言之，虽然总体来看，调查对象认为警察有效地完成了社区工作，但大多数完成调查问卷的人仍表示 SPD 没有公平地对待某些人，并且 SPD 警官经常做出大量负面行为。

### 社区会议的关键主题

参加社区会议的人确定了 SPD 需要在哪些方面做出改变，提供了意见和解决方案，并针对 CPC 的政策建议草案给予了反馈意见。会议期间提出的重要主题与调查结果相一致。由于人们认为或亲身经历过某些警官表现出对他人的偏见、不公平地制止他人、过度使用武力并且为躲避检查而不正当使用车载录像，因此对 SPD 持有极度不信任感。

### 偏见

与会者认为警察通常会因貌相、缺乏对其他文化的理解与包容，以及其他行为（包括粗鲁、不敬、恐吓和恃强凌弱）而表现出对他人的偏见。他们认为警察因其个人偏见或者会导致他们产生偏见的制度实践，而对待某些犯罪受害者的态度冷漠，一些社区也没有享受到足够的服务。有些人强烈支持警局雇佣更多具有不同背景的警官，并要求贯彻有效的文化能力及提供其他培训（即，危机介入），以便让警官具备与各种不同的人打交道的重要技能。另有些人还强烈支持警局实施健全的问责制度，以便跟踪投诉、收集数据并衡量是否在 SPD 内成功减少偏见。CPC 政策建议中的无偏见治安政策受到强烈支持，某些人建议公众教育这一部分也应涵盖其中，以便让社区成员了解自己对偏见行为提出投诉的权利，以及相关调查流程的运作方式。



### 制止与拘留

许多人认为警官因种族及其他貌相、偏见、不了解风俗习惯、犯罪背景或其他不正当原因而对某些人予以不公平制止。他们认为警官可能不了解他们制止和拘留权的权限，许多社区成员也不清楚他们在此类情况中享有的权利。他们认为让公众和警官了解其在这方面的权利和义务十分必要，并且还应该向公众提供在被制止时应使用的相应工具。虽然许多参与者对 CPC 政策建议的目的持肯定态度（明确制止规定），但仍有一些人担忧这些建议不能完全解决问题。CPC 拟议的无偏见治安政策中支持记录及跟踪制止行为，以确定被警察制止的人受到的不成比例的对待之类型。

### 使用武力

人们的主要担忧在于，警察过于频繁地滥用武力，有时还会诉诸于暴力虐待或恃强凌弱的方法让情况恶化。许多人都引用了个人经历或在自己的社区中所发生的问题。解决方案大多与以下方面相关：培训警官如何与不易相处的人打交道、逐步解决事件并让公众了解使用武力的规定以及如何报告事件。人们还针对雇佣警官以及向警官提供持续支持方面提出一系列策略。许多人认为 SDP 的拟议政策过于繁琐，如果该政策的内容得以简化且更加清晰易懂，则会对警官和公众有所助益。参与者对 SPD 拟议政策中对大量使用武力事件进行报告和调查相关的内容给予了支持，但某些人认为即使少数使用武力事件也要进行相应的报告和调查。参与者提出了几个额外的政策建议，包括建立在公民抗命情况发生时所采用的使用武力和降低事态之标准的政策。

### 车载录像

社区成员对警察使用车载录像的情况表示出极大的怀疑。许多人赞成警官拥有非常有限的权限（更多人支持自动触发摄像机，一些人支持全天候开启摄像机）。迫切需要开展社区教育受到重视，以确保公众理解手动和自动录像机制，以及记录警察行为的权利。许多人明确支持建立有效的问责制以确保符合记录政策。大多数人还支持 CPC 建议，并认为一致、可靠的记录材料最能符合警官和公众的利益。一些人建议 SPD 了解一下随身摄像机的价值，尤其是对于那些不使用巡逻警车的警官；在缺少可用录像时，许多人表达了对隐私权的担忧，并认为警察应对这个棘手的问题进行处理。

### 对于未来改变的意见

尽管有批评的声音，参与者们仍旧对 SPD 警官赞许有加并提出了各种改进建议。一些参与者表示，他们与 SPD 官员在互动中不仅彼此尊重，还进行了积极的沟通。其他人指出，一个“坏”警察能够玷污整个警局的声誉；某些人称，SPD 警官的名誉因其他司法管辖区内某些警官的不良行为而受损是不公平的。一些年轻人提到了他们信任的警官，并称与他们相处得很融洽，这些警官通过行动表现出对他们的尊敬，还表示出关心、提供帮助并理解这些年轻人面临的挑战。有一个重要的主题在会上被重申数次，即警官需要与西雅图的各个多元化社区建立融洽关系。对于警察如何与其服务的社区建立更密切的联系，许多人都对此提出了建议。这些联系能够增进沟通并改善人际关系，而此类沟通和人际关系却不是通过现有的正式途径可有效建立的。

### 2014 年的现状及续阶计划

#### 社区参与活动报告

CPC “2013 年社区参与活动”结果报告将下发给《和解协议》的签约各方，以及对西雅图的公共安全和警察问责制有高度兴趣及负有责任的其他人，包括与 CPC 合作开展外展活动的组织与个人。

#### 审查已采取的政策

法庭已批准 SPD 采用全新的武力使用政策，并且与无偏见治安、制止与拘留和车载录像有关的最终政策也将于 2014 年年初批准并实施。CPC 将对获批政策进行审查，评估 CPC 推荐之关键条款的引用程度，并向社区传达在最终政策里所包含的条款、与 CPC 政策建议相比较的结果以及最近的政策制定进程。

CPC 将对获批政策进行审查，评估 CPC 推荐之关键条款的引用程度，并向社区传达在最终政策里所包含的条款、与 CPC 政策建议相比较的结果以及最近的政策制定进程。

### SPD 关键政策培训的审查与建议

2014 年，CPC 将针对培训课程以及与各个领域（包括无偏见治安、制止与拘留、使用武力和危机介入）的培训相关的主题提出建议。CPC 建议的截止日期各不相同，分别在本年度的第一和第二季度提交。

### 与执法行动模式相关的数据分析和建议

根据新的无偏见治安政策，SPD 将与 CPC 合作确定发生失调的强制行为（与特定种族、族群或民族有关）的地区，以及同样有效做法可能会产生较少失调结果的地区。与 CPC 合作的调查人员将分析与逮捕、制止、拘留、传讯及使用武力相关的 SPD 数据以支持该项目。

### SPD 问责制的审查与建议

CPC 还将审查 SPD 的问责制度，包括专业问责办公室（Office of Professional Accountability, OPA）的政策、构成和流程。它预计将于 4 月 30 日对此方面提出建议。

### SPD 外展活动的审查与建议

CPC 还负责对 SPD 的社区外展活动进行报告，并提出各类策略，以便让警察局利用这些策略增加公众信心。在 2014 年开展此项工作的时间表尚未制定。

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