**Training and Education
Submitted Public Comment Received by February 14, 2015
Presented Alphabetically by Last Name**

Primary Source Documents

This document contains all Primary Sources for public comment submitted to the Task Force for the listening session on Training and Education. Six documents are compiled alphabetically by last name when available or by the name of the organization when not provided. A complete list of submissions for A-Z is provided as an easy reference when looking for specific names or organizations.

Note: Submissions marked (email) are contained in the combined list of emails submitted not as a separate document.

Public Comment for Training and Education:

1. Hayes, Louis: Lecturer, forum moderator, instructor-The Virtus Group, Inc.
2. McKenzie, Michael: Internationally Certified Alcohol and Drug Counselor-American Board of Psychotherapy
3. Miller, Seth: President-Innocence Network
4. Neri, Rebecca & Berryman, Anthony: PhD Students-UCLA Improvement by Design Research Group
5. Noerenberg, Chuck: President-National Alliance for Drug Endangered Children
6. Normand, Newell: Sheriff-Jefferson Parish Sherriff's Office, Louisiana
   Garcia, Adrian: Sheriff-Harris County Sheriff's Office, Texas
   Mahoney, David: Sheriff-Dane County Sheriff's Office, Wisconsin
   Normore, Anthony: PhD-Criminal Justice Commission for Credible Leadership Development, California
   Javidi, Mitch: PhD-International Academy of Public Safety, North Carolina

I am a full-time (17+ years) police officer/detective in a Chicago suburb. I currently hold collateral positions as: Crisis Intervention Team (CIT) officer; SWAT team supervisor; training unit instructor. I hold a variety of operational and/or instructor roles, responsibilities, and certifications, including:

- Constitutional law trainer (4th Amendment search/seizure/force/intrusion);
- Response to mental, behavioral, emotional health emergencies;
- Weapons trainer (firearms, Taser® , beanbag projectiles, etc);
- Scenario-based exercise developer & coordinator;
- Certified Force Science® Analyst (human factors, physiology);
- Report writing (tactical & investigative) instructor;
- Community policing / bicycle patrol.

I work part-time for a consulting firm, The Virtus Group, Inc., as a lecturer, forum moderator, and instructor. I travel to outside agencies and organizations speaking about contemporary issues in both public safety training and adult learning principles. My cadre developed a program called *The Illinois Model™* as a comprehensive vision for law enforcement operations.

I am a "systems thinker" and "generalist" who firmly believes in the value of analyzing issues from an integrated, universal, and holistic viewpoint. Our current status of police training (and policy) in America lacks a systems- or process-driven mindset. We need a flexible, yet standard, system so police officers can adapt to the complexities and ever-changing environment of policing.

Backed by my diverse experiences, study, research, and education, I confidently submit the following written testimony to your Task Force. Thank you.

Louis Hayes, Jr.
lou@virtusleadership.com
@TheVirtusGroup

Our roots of police training trace back to mid-20th century military training. The US military, who was bulking up forces for WWII, relied heavily upon the training methods used by the manufacturing industry in our Industrial Revolution. The instruction and testing was primarily technique- or skill-based, with little emphasis on understanding. The instruction was rigid, standardized, fragmented, isolated by topic, and focused on step-by-step physical tasks and maneuvers rather than on situation-analysis, problem-solving, or critical decision-making at the front line.

We in policing, still suffer from this upside-down approach to police officer development at both the recruit and in-service training levels. Police training too closely resembles that of assembly line factory workers, than that of adaptive thinkers in a complex environment.

Over the last six (6) years, I have been working with police agencies, supervisors, and trainers to re-engineer training from an integrated "systems" approach…that turns our police officers into risk managers, adaptive thinkers, and problem-solvers.

THE POLICE AND COMMUNITIES. Our officers must understand that the US Constitution, and its interpretations in case law, places different rules and restrictions upon the government than upon the citizens. Police officers have *powers*; citizens have *rights*. Everything that the police do is a balance between officers' intrusiveness with communities' and citizens' rights, privacies, and securities. As current case law suggests, this is a fundamental aspect of all police decisions and actions.

POLICE ENVIRONMENT. The environment in which police officers work is: high-stakes; dynamic; unpredictable; rapidly changing; uncertain; confusing; unknowable. As such, police calls are extremely complex situations that can twist-and-turn into a limitless number of outcomes. In science, this is known as a "non-linear, open loop, feedback-rich" environment.

This environment is similar to that of pilots, emergency physicians, astronauts, nuclear facility workers, or explorers. It requires a specific set of critical thinking traits:

- **Non-linear thinking**: understand the potential branches of a situation
- **Prioritization**: ranking simultaneous problems
- **Decision-making**: balance of "accuracy" and "timeliness"
- **Delegation/supervision**: developing creative teams, with limited standards
- **Generalist skillset** (as opposed to Specialist): diverse understanding
- **Stabilization attitude**: preventing problems from getting worse
- **Process- & Systems-Driven**: understanding of connectivity/relatedness

Generally speaking, these traits have been neglected in police training and education. I, instead, have been focusing on developing and nurturing these attributes…above most technical/physical skills and memorization of information.

PROBLEM-SOLVING THINKERS. Police officers are described by a number of different terms: warriors, helpers, crime fighters, peacekeepers, public servants, law enforcers, community councelors, protectors, investigators, street lawyers, pursuers-of-justice, and first responders. Each of these terms can have positive and negative impacts on how the police officer sees him/herself. I suggest another term: *problem-solver*. As such, we can apply a problem-solving approach to public safety calls for service, investigations, and emergencies. One part of solving problems is managing risk.

RISK MANAGEMENT. Risk in the realm of police operations comes in many varieties: physical human life; civil rights violations; financial restitution; community trust; agency embarrassment. Regardless of the type of risk, we describe it in terms of three (3) variables:

- **Importance/Consequences**: how bad can this get?
- **Probability/Frequency**: what are the chances of this occurring?
- **Urgency/Timeliness**: how much time is available to decide?

Many of the critiques of recent national police incidents can be analyzed by the above three (3) factors of risk. Critics suggest that police officers inflated the potential dangerous consequences, exaggerate the probability of that danger, and/or misinterpreted (or adversely influenced) the available discretionary time.

Public safety incidents and police officers' actions can be evaluated against the above three-dimensional depiction of risk. There is a systematic way officers can: reduce the potential negative consequences/threats; decrease the probabilities of injury/harm; and increase the available time to collect and interpret information.

THE ILLINOIS MODEL™. *The Illinois Model* is my systematic approach to police operations. It is an integrated, singular, universal model to develop thinking police officers, at all levels, ranks, assignments. It has many applications, is highly adaptable, and scales to incidents of any scope, size, and danger. The model is being used by police agencies as a complimentary add-on to the currently mandated Incident Command System / National Incident Management System (ICS/NIMS).

The Illinois Model is essentially a decision template – considering supervision, problem-solving, risk management, police intrusion, citizen rights, officer safety,

and communication. Its strength is in its simplicity, even in the complexity of the above described police environment. The model addresses issues along the entire timeline of a police incident:

- BEFORE: agency policy; training; case law.
- DURING: decisions; intent; actions.
- AFTER: report writing; internal/outside investigation; testimony.

Here is the layout of *The Illinois Model*:

- **Priority of Life**: What is the problem/threat/crime/situation?
- **Mission / Objective**: What is the solution? (and legal/policy issues)
- **Strategy / Tactics**: What is the urgency? Intrusiveness of officers?
- **Team Skills**: How do the officers work together?
- **Individual Skills & Equipment**: What are skills of each officer?

This is a unique perspective of policy, operations, evaluation, and training. It prioritizes the factors that go into a police response, as highlighted by Constitutional case law and other generic non-linear problem-solving models. The continually-looping (re-engaging) model is universal and generalized for policing, in that it eliminates the need or desire for separate, unworkable, inflexible, and unrealistic checklists for specific types of incidents: traffic stops; investigative *Terry* stops; criminal arrests; mental health (ex: suicidal persons) crises; active shooters/killers; civil unrest/protest; hostage rescue; person-down medical rescues; vehicle pursuits; K9 searches/manhunts; barricaded standoffs.

The Illinois Model gives police officers a single model by which to solve public safety problems. Officers become proficient in using the one model, and apply it to all incidents. Because this model can be applied and adapted to the whole spectrum of policing problems, officers can make quicker, more accurate, more preferred decisions…without the burden of selecting, comparing, choosing, or matching a *specific* checklist for a *specific* type of call – a call that is likely to change in a split second anyways.

As such, officers who are trained in the use of this model are flexible, adaptive, critical-thinking, problem-solvers rather than just "assembly line workers" who do not fully understand the situation or rationale behind actions.

IMPLEMENTATION. What we currently have in American police training is a patchwork of unrelated topics, few of which form or stress the connectivity or relatedness between each that is required for deep understanding. *The Illinois Model* is a radical departure from current police training and education. It places the various aspects of a police response into their correct priority level. It balances citizen rights with police powers. It brings harmony and an unprecedented level of integration to topics that have historically been taught in complete isolation. It relates every cog to the whole machine!

The biggest obstacle is getting a diverse set of instructor staff and policy writers onto the same page. It requires them to use the model as a common framework, potentially asking them to abandon their own specialized agenda or materials. To maximize effectiveness, the themes of the model must be internalized and shared across ALL instructors and policy writers, regardless of their area of expertise or study. However, I have seen the benefits of re-engineering training and development firsthand. The upfront investment and change quickly turns training and policy into an effective, efficient, fiscally responsible, and *united* program.

By approaching policing with this systems thinking or process-driven emphasis, we nurture a set of neglected skills – ones that are so necessary to police America in the 21st Century. Together, we can get policing back on track.

My resources are free. Please check out the attached:

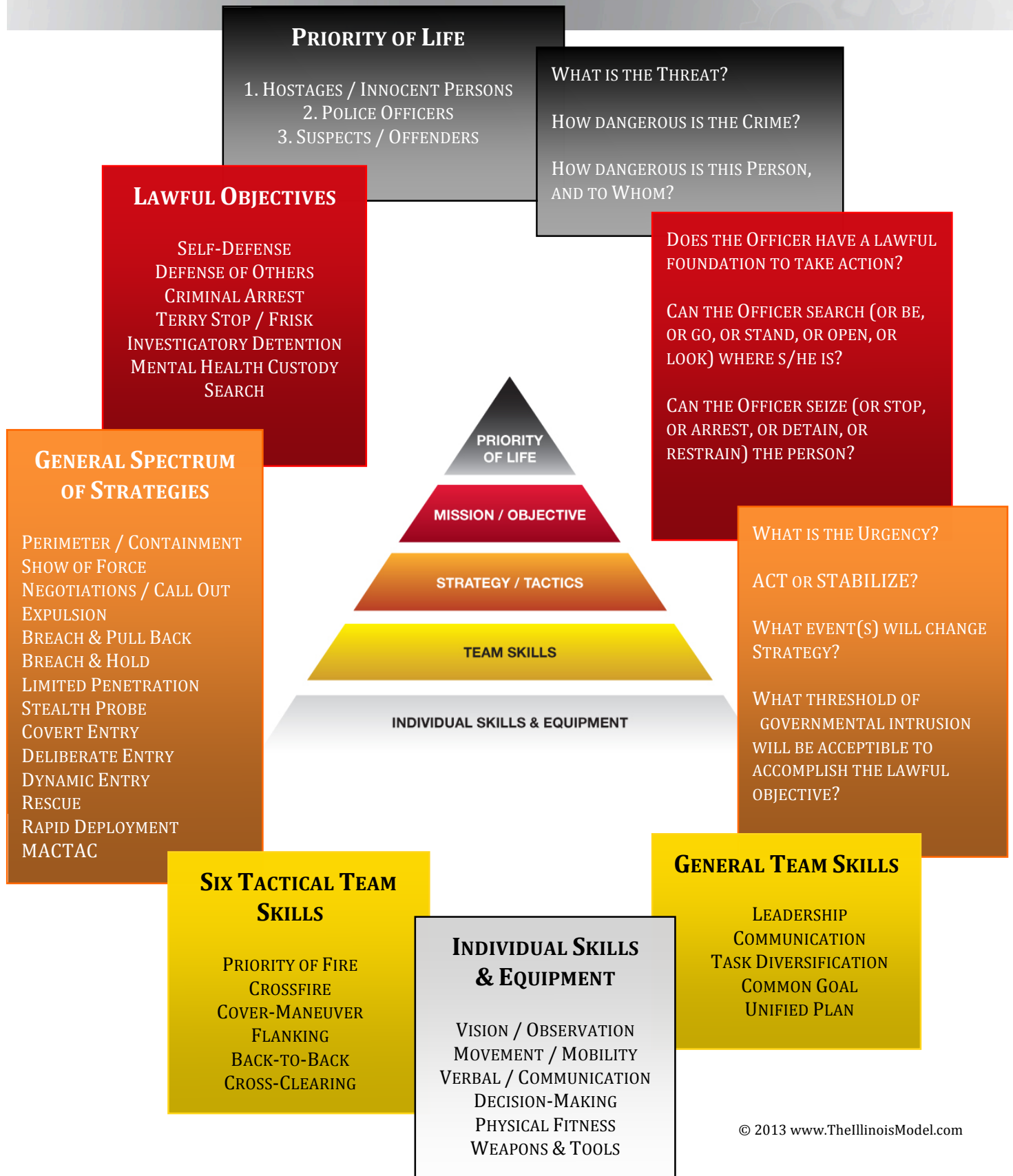- The Illinois Model scatterchart,
- Use of Force report writing guide.

and visit the two (2) blogs I maintain on my training philosophies and *The Illinois Model*: www.virtusleadership.com/blog/ and www.theillinoismodel.com.

Thank you for your time.

God bless your Task Force.

Louis Hayes, Jr.
Chicago

THE ILLINOIS MODEL

PRIORITY OF LIFE

1. Hostages / Innocent Persons
2. Police Officers
3. Suspects / Offenders

WHAT IS THE THREAT?

HOW DANGEROUS IS THE CRIME?

HOW DANGEROUS IS THIS PERSON, AND TO WHOM?

LAWFUL OBJECTIVES

Self-Defense
Defense of Others
Criminal Arrest
Terry Stop / Frisk
Investigatory Detention
Mental Health Custody
Search

DOES THE OFFICER HAVE A LAWFUL FOUNDATION TO TAKE ACTION?

CAN THE OFFICER SEARCH (OR BE, OR GO, OR STAND, OR OPEN, OR LOOK) WHERE S/HE IS?

CAN THE OFFICER SEIZE (OR STOP, OR ARREST, OR DETAIN, OR RESTRAIN) THE PERSON?

GENERAL SPECTRUM OF STRATEGIES

Perimeter / Containment
Show of Force
Negotiations / Call Out
Expulsion
Breach & Pull Back
Breach & Hold
Limited Penetration
Stealth Probe
Covert Entry
Deliberate Entry
Dynamic Entry
Rescue
Rapid Deployment
MACTAC

WHAT IS THE URGENCY?

ACT OR STABILIZE?

WHAT EVENT(S) WILL CHANGE STRATEGY?

WHAT THRESHOLD OF GOVERNMENTAL INTRUSION WILL BE ACCEPTABLE TO ACCOMPLISH THE LAWFUL OBJECTIVE?

Pyramid

- PRIORITY OF LIFE
- MISSION / OBJECTIVE
- STRATEGY / TACTICS
- TEAM SKILLS
- INDIVIDUAL SKILLS & EQUIPMENT

SIX TACTICAL TEAM SKILLS

Priority of Fire
Crossfire
Cover-Maneuver
Flanking
Back-to-Back
Cross-Clearing

INDIVIDUAL SKILLS & EQUIPMENT

Vision / Observation
Movement / Mobility
Verbal / Communication
Decision-Making
Physical Fitness
Weapons & Tools

GENERAL TEAM SKILLS

Leadership
Communication
Task Diversification
Common Goal
Unified Plan

The Illinois Model™
Use of Force Report Writing Guide

"Risk Balancing Test"
Distance between officer/subject
Need to approach/contact
Need to retreat/stay away
Availability of cover
Physical obstacles
Room/area size
Ability to retreat

STRATEGY   TACTICS
What is the urgency? ACT or STABILIZE? What change the strategy?
What threshold of "governmental intrusion" will be acceptable to accomplish the lawful objective?

NOTE: This Report Writing Guide should be consulted when completing a police report or statement documenting an officer's use or threat of force. The following points may or may not have pertinence to the specific event. This is not meant to be an all-inclusive list of circumstances, but rather a guide to remind officers to include vital information.

Intended goal(s)
Criminal arrest (warrant?)
Terry Stop (detention? frisk?)
Detention/custody of mentally ill (petition? certificate?)
Self-Defense
Defense of others

Mendenhall Factors
Number of officers
Display of weapon
Touch or grab subject?
Orders? Tone of voice? Conversation?

Decision Factors
Who made decision to seize?
When was decision made?
What was intent of seizure?

MISSION   OBJECTIVE
Does the officer have a lawful foundation to take action?
Can the officer search (or be, or stand, or open, or look, or go) where s/he is?
Can the officer seize (or stop, or arrest, or detain, or restrain) the person?

Situation, problem, threats, and dangers
Criminal investigation
Mental health call
Medical emergency
Well-being check
(Un)known identity of subject
Potential to identify subject
Need to detain
Information related by other officers
Information related by others

Environmental Factors
Weather
Inside/outside
Officer/subject familiarity of surroundings
Presence of other victims; attackers
Elevated position
Confined space
Lighting/darkness
Moving vehicles
Ground surface
Furniture, other objects
Need to deny access to area

Officer & Subject Factors
Gender, age, size
Health, stamina, speed
Training / Experiences / Equipment
Perceived ability / mobility
Available weapons
Statements/ Body language
Perceived mental state
Clothing
Perceived intentions of subject
Drug/substance/alcohol use
Medical / Medicine factors

Graham Factors
Severity of crime or situation
Resistance/Escape
Threat to officer/others/self
Tense, Uncertain, Rapidly Evolving

PRIORITY OF LIFE
What is the threat? How dangerous is the crime?
How dangerous is this person, and to whom?

PRIORITY OF LIFE
MISSION / OBJECTIVE
STRATEGY / TACTICS
TEAM SKILLS
INDIVIDUAL SKILLS & EQUIPMENT

V. Michael McKenzie, Ph.D., CAC, CASAC
Diplomate: American Board of Psychotherapy
Internationally Certified Alcohol & Drug Counselor

January 15, 2015

Professor Laurie Robinson
Co-chair, Presidential Task Force on Policing
George Mason University,
214 East Building
4400 University Drive, MS 1D6
Fairfax, VA 22030-4444

RE: Intercultural Relations Training (IRT) for Police Officers

Dear Professor Laurie Robinson:

I have watched the deterioration of race relations morph into the emergence of a vulnerable group of Black youths being prematurely killed by police. As the father of four African-American sons——ages 24, 16, 13, and 8——I am invested in stemming this lethal tide of racial violence; mainly the senseless police homicide of young Black, and Latino males. Thus I offer a perspective, with concrete proposals in my *confidential* intercultural training program attached.

First, this is the most propitious moment in America's history for all of us in authority to reduce—— with the medium-range goal of eliminating——the pervasive presence, and pernicious effects of racial stereotypes, ethnocentric beliefs, biased and contemptuous attitudes, and many of the other race-based underpinnings of police disrespect, and lethality. It is a truism that people seldom——if ever——change from cognitive remedies alone. All human behavior is propelled, or motivated by thoughts or cognitions, and emotions or feelings. But thoughts can be manipulated. Thus effective police training must of necessity delve into the behavioral underpinnings that ignite disrespect, indignity, anger, over-reaction, and the lethal force perpetrated on minority-group members by some police officers. Since policing is an interactive process, my recommendation is intercultural training. The attached police intercultural training program delineates the mechanics of how this new approach to training differs from diversity training, or any of its replicas. It elucidates why the application of intercultural training offers a more effective intervention with police officers.

Second, policing in the 21th century must be eclectic. This means that any number of carefully thought- through methods should be considered, and only implemented when deemed viable and efficacious. At this critical juncture, I visualize a tripartite system for effective policing in which intercultural training is only one essential component. The other component would be skills-based, tactical, life-preserving community-centered policing with an emphasis on empathetic, or empathic engagement of all culturally-different groups. The last of this tripartite approach to

policing needs to be a rigorous, trust-building campaign for minority-group communities. Police can remake their image, and bring congruency to what they espouse and practice. This will not only increase their credibility with community residents, it would hold police officers accountable to a set of collaboratively-designed, and transparent standards.

For any of these, and other viable recommendations on 21st century policing to materialize, decisive action, and follow-up must be taken without delay. At the pinnacle, or helm of our racially-reform-minded initiators are President Obama, Attorney General Holder, the able professionals on your task force, and other Americans of goodwill. All of whom have a stake in harmonious police-community relations. The principal benefit of acting at this time is having the unquestionable support of President Obama, and his administration. No one can predict what tomorrow will bring. The "urgency is now." In the last two years of his tenure as President, we will be able to establish, and implement foundational goals that whomever the next president is, dismantling our efforts for racial harmony will be difficult.

I am optimistic about the great possibilities for change in law enforcement. Here is why. For over a century, theories and practice in mental health, healthy human functioning, dysfunction, and remediation were conceptualized, and dominated by Eurocentric psychology to the exclusion of all other cultural differentials. Much harm was done. As one of a generation of psychologists, I made my contributions to that transition of traditional psychology from its mono-cultural roots to the inclusion of multicultural differentials despite deeply-entrenched resistance. The resistance was overcome, and psychology and psychiatry are now pluralistic in their theory and application.

I have enclosed a vita indicating my academic training, and specific work with law enforcement. I am available for consultation, or to make an-in-person presentation of this training model, and its benefits. I thank you for reading my letter, and the materials attacked.

Sincerely,

V. Michael McKenzie, Ph.D.

Intercultural Relations Training (IRT)

A Psycho-Educational Intervention Program

for Law Enforcement Personnel Nationwide

V. MICHAEL MCKENZIE, PH.D.

Contents

SOME INTERACTIVE REALITES OF POLICING

Policing in one's culturally familiar, or homogeneous community is in itself difficult, and can be challenging. Policing in any culturally-different community is complex, and problematic because of dissimilar ethnic and cultural, or ethnocultural dynamics. This notwithstanding, most culturally-different police officers have had commendable success policing minority-group, or culturally dissimilar communities. However, when police are at odds with a community, tensions rise, conflicts ensue, and reactions are often visceral, and can be deadly; thus endangering the lives of police officers, and community residents as well. As in all professions, the onus of responsibility is always placed on the professional person to compromise, negotiate, communicate, and apply any——and all——lawful, and legitimate methods, and skills to achieve success.

Safety of police officers, and community residents is paramount, and the hallmark of effective policing. This Intercultural Relations Training (IRT) is designed to equip police, and other law enforcement professionals with self-awareness, insight, a skill repertoire, and intercultural competence for empathically effective community relations. When police officers are trained to recognize the detrimental effects of such biases as racial stereotypes, ethnocentric, or culturally superior attitudes, ethnic and racial prejudice, untested assumptions about minority-group persons, and the limits of viewing multicultural communities from their mono-cultural lens, greater openings become available for qualitatively better inter-personal interactions.

The principal goal of this IRT model is to facilitate development of self-awareness, insight, intercultural knowledge, and interactive skills for effective communication across ethnic, and culturally-different groups. We are aware of the truism from replicated research findings that when any professional is perceived as competent and empathetic, communication is enhanced, and interactive relations become mutually beneficial.

Rationale for Action:

Anachronistic race relations training programs should have been rendered obsolete decades ago because of their ineffective mono-dimensional focus. They appeared to have deliberately omitted the pernicious, and pervasive underpinnings of racial strife, thus limiting these types of training programs' efficacy. This mono-dimensional approach to race relations training is trapped in the cognitive, and objective domains. Thereby preventing self-exploration of a person's inner core where biased attitudes, racial stereotypes, ethnocentrisms, ethnic and racial prejudice, racism and bigotry, untested assumptions, and mono-cultural values exist.

These race-based underpinnings are part of one's every-day attitude that seep into intercultural transactions and interactions, producing deleterious consequences for minority-group members. This omission from the race relations training curricula can be attributed to ignorance, inadequately-trained trainers, or the fear of having trainees examine, and explore their own ethnocentric attitudes, and racial biases. In essence, when interpersonal training does not incorporate the ethnic and cultural, or ethno-cultural differentials of the targeted groups, or trainers lack cross-cultural proficiency, the utility of such training is dubious.

Ice-breaking Questions:

What impedes White police officers from having a cordial, respectful, and helpful relationship with the African-American, and Latino communities in a manner similar to that which they have with Caucasian communities? What are minority-group police officers doing differently when interacting in inclusive, multi-racial communities?

Intercultural Training Goals:

Designed to accomplish the following goals, this skeletal outline seeks to provide race relations training——with measurable outcomes——to law enforcement personnel throughout our nation:

1. To immediately reduce, and altogether stop lethal force-killings in minority communities;
2. To involve participants in a learning, and professional growth process without modeling, or tolerating such counter-productive behaviors as criticizing, demonizing, or moralizing;
3. To administer an inventory, and pre- and post-tests to gauge baseline knowledge, insight, skill, and internalization of concepts for extinguishing deadly cognitive, and emotional triggers so as to deescalate emergent violence between police officers and potential victims;
4. To reduce——with the long-term goal of eliminating——acting on cultural, and racial stereotypes, ethnocentrisms, or attitudes of cultural superiority, resentment, and anger, or

rage that precipitates negative reactions to minority-community members, resulting in lethal consequences;

5. To create the mindset that provides tools for building respect, and trust between law enforcement personnel, and community residents;

6. To reduce attitudes that precipitate tension, and facilitate understanding of cultural contexts for creating a safe environment for police, and community residents;

7. To lessen aggression toward victims of injustice, and improve positive attitudes toward stigmatized groups.

Transitioning to Multicultural Competence

Training Components:

In reference to the previous section above, effective Intercultural Relations Training (IRT) must have these five essential components: 1) genuine support from the hierarchy, or top layers of executive management; 2) a conscious-raising segment; 2) an affective, and experiential component; 3) a knowledge-based segment, and 4) a skills acquisition module. Competence in intercultural, interracial, or cross-cultural communication cannot be achieved without law enforcement trainees, and others confronting their ethnocentric attitudes, biases, other hidden underpinnings, and their deleterious impact on minority communities. When the differentials of minority-group members' reality, concerns, needs, and other issues——such as their ambivalence, disempowerment, or powerlessness, hate, frustration, distrust, and apathy——are understood by majority-group police officers, and others, only then would wholesome dialogue, and change become possible.

Cultural Competence: Awareness

- Facilitate movement from multicultural unawareness, or seeing others from one's mono-cultural lens to being cognizant of other cultural differences, while valuing and respecting those differences;
- Develop awareness of one's own values and biases, and how their expression often affect minority-group members negatively;
- Become comfortable with cultural dissimilarity or diversity, and understand that different is not a euphemism for deviant;
- Understand that tolerance of cultural differences is a luke-warm concept, and not the same as cultural acceptance;
- Be willing to explore, and expunge your own racist, sexist, ethnocentric, and other injurious beliefs, and attitudes deemed counterproductive in the cross-cultural milieu.

Cultural Competence: Knowledge

- Become knowledgeable, and well-versed in the relevant dynamics of African-American, Caribbean, Latino, and other people of color with whom you must interact at work, and in social settings;
- Understand, and become knowledgeable of how marginalized people of color view law enforcement representatives in the micro, and macro context of systemic oppression, institutional barriers, differential incarceration, denial of their humanity, and homicidal barbarity;
- Fear can be either real, or imagined. Learn to differentiate minority-group frustration from imagined life threatening events, such that the visceral response of deadly force is never the first response.

Cultural Competence: Skills

- Police officers would be able to produce an extensive range of verbal and nonverbal responses that convey positive regard, empathy, and respect for community members;
- Police officers would be able to anticipate the negative impact of devaluing culturally-different people, and desist communicating, or showing contempt, and disrespect;
- Police officers would be able to apply their listening skills without assuming, or assigning guilt, while holding their other negative judgments in abeyance;
- Police officers would learn to do no harm emotionally, or physically—including the unwarranted killing of innocent young men, and others.

Core Change Areas:

These core areas of intercultural training are minimally necessary for expanding one's repertoire of multicultural skills, and achieving competence in valuing, and working respectfully with minority-group members.

1. Transformative power of empathy
2. Fear is not a reliable indicator of danger
3. Unchecked anger is an incendiary fuse
4. Power of perception and misperception
5. Mastering visual and auditory triggers
6. Dangers of untested assumptions
7. Incongruent mono-cultural values
8. Biases, stereotypes, and judgment
9. Stigmatization and visceral reaction
10. A-B-C: antecedent, behavior, and consequence
11. Visceral or A-C responses
12. Ethnocentric and condescending attitudes

13. Dogmatic attitudes and power struggles
14. Tolerance threshold and trust building
15. Impediments to respectful engagement

Potency of Empathic Communication

It has repeatedly been demonstrated in the psychological literature that people (parents, teachers, legal and medical professions, couples, and business persons, for example) who achieve success in their endeavors have in common a psychological intangible called empathy. Thus, not surprisingly. Daniel Goldman has identified empathy as one of the key, or foremost components of emotional intelligence.

It is a truism in psychology, and psychiatry that when individuals obtain knowledge (cognitive consciousness-raising input), engage in self-exploration (tap into their affective or emotional, and experiential self), and gain insight or psychological mindedness (impact of their behavior on self and others), and acquire skills (self-confidence in capability, and competence), only then does personality, and behavioral change become a permanent and measurable outcome.

It is the expectation of this trainer—based on theoretical knowledge, and experiential learning—that after participants, or trainees have obtained knowledge, gained skill, insight, or psychological mindedness, change will begin to occur.

Some Relevant Observations:

- The minority-group member becomes the object of racial hate, and other hostilities, when two psychological defense mechanisms—projection and displacement—become the vehicles for transmitting toxic police attitudes and behavior;
- Police officers will receive enough training on intercultural relations to positively affect how they are perceived, and their job-performance competence in minority-group communities;
- No police officer trainee will be characterized as a villain, or be treated in any condescending, diminishing, or disrespectful way in training sessions;
- Police training simulations, or scenarios have traditionally been tactical, although policing is predominantly an interactive, or interpersonal communication process. This intercultural training will not compromise police tactical safety training;
- Police officers will be assisted in learning the context, and psychodynamics of African-American, Caribbean, and Latino communities in which they work such that they become, and are perceived as fair, and respectful.

Deadly Effects of Fear:

Fear is a noxious emotion triggered, and fed by thoughts, or the belief that danger lurks, and somebody or something is prepared to injure, or cause death to the individual experiencing such

fear. Fear increases blood pressure, anxiety, and other respiratory functions. It produces nervousness, confusion, and often causes a change in behavior. **Two components of fear are the real and imaginary.** Fear decreases one's range of positive emotions; it places limitations on the ability for logical thinking and action. Likewise, when interactive cross-cultural skills become a part of an officer's repertoire, a decrease in fear, and lethality can be expected.

The professionally-trained law enforcement officer, who may be unwilling to evaluate the validity of his or her subjective perception or misperception of fear against external reality, is bound to overreact with lethal force. Thus this is one contributing factor to the high murder rate of Black and Latino youths by police officers nationwide. When other elements such as racial prejudice, cultural stereotyping, racism, bigoted attitudes, bias, and ethnocentrism are juxtaposed with felt fear, lethality becomes a predictable outcome.

Research questions:

Can behavioral scientists identify police officers who are likely to perpetrate violence on minority-group youngsters, or others of similar or dissimilar cultural identity?

- Could this predictive capability of homicidal police officers be replicated in all law enforcement settings? If so, how?
- What level of disciplinary action—low, moderate, or severe—has predictive value in determining police officers' potential use of lethal force?
- What intervening variables—for example, unprovoked attacks by a suspect, or mistaken identity—would have to be identified, and expunged for predictability to be accurate, and reliable in this context?
- What types of civilian complaints, and with what frequency level would be determinant of when lethal force would be perpetrated on Black and Latino youngsters, or others?
- What other variables in a police officer's repertoire, or portfolio can be used as predictors of his or her use of lethal force on citizens?
- How could, or would answers to these research questions aid training, and other intervention techniques to stop police homicide of their targeted population?

Contextual Relevance:

Stereotyped as thugs and criminals, African-American, and Latino young men are vulnerable to police homicide. American history is witnessing, and recording an unprecedented upsurge in police brutal killing of Black and Hispanic youngsters. When a person is racially profiled, harassed, unjustifiably arrested, or watch peers selectively, or indiscriminately killed, to whom does he turn when the justice system is as biased as the killers themselves? Answers to stem this scourge of police brutality may be found in: 1) the political ascendancy of African-

Americans, and Latinos in their communities, and beyond, 2) overhauling the justice system to discontinue preferential treatment of murderous police officers whose legal defense claims are frequently "justifiable homicide," 3) routinizing the systematic intervention of our federal government in holding police officers, and their commanders accountable for abusing, and using lethal force against minority-group citizens in offending jurisdictions, 4) untangling the incestuous relationship among prosecutors, police departments, and unions by discontinuing their presentation of personal injury, death, and other cases to grand juries, 5) establish a committee of legal scholars, and charge it with devising a national grand jury system that eliminates contamination of grand jury processes by local prosecutors, and their cohorts, and 5) unleash a new intercultural methodology for race relations training in every municipality nationally.

This one-to-two-day interracial and intercultural training program for all levels of law enforcement personnel is designed to equip participants with self-awareness and insight, knowledge, and skill to be preservers, or protectors of minority-group members' lives even though the prevalent reality is that the American system of injustice would rule in the police officer's favor after a fatal shooting.

February 12, 2015

President's Task Force on Policing in the 21st Century
Office of Community Oriented Policing Services
U.S. Department of Justice
145 N Street NE, 11th Floor
Washington, DC 20530

Dear Chairperson Ramsey, Chairperson Robinson, and Task Force Members:

Thank you for this opportunity to be a part of your important work. These comments and recommendations are submitted to the Task Force on Policing for its upcoming listening session on "Training and Education."

These comments are offered by the Innocence Network, which is an affiliation of more than 50 organizations in the United States that are dedicated to correcting and preventing wrongful convictions. Innocence organizations provide *pro bono* legal services to identify and free innocent people and engage in advocacy to improve the fairness and accuracy of the criminal justice system.

This letter hopes to draw the Task Force's attention to the importance of administering training and education for law enforcement personnel in the cognitive sciences and in particular, the cognitive processes that affects decision-making as it relates to criminal investigations. Human factors, from implicit bias to cognitive bias to tunnel vision, are inherently present in police activity that can result in wrongful convictions and thereby cripple relations between the police and the communities they serve. A wrongful conviction is a sentinel event, defined by the National Institute of Justice as "a significant negative outcome that signals underlying weaknesses in the system,"[1] often grounded in human factors and resulting from the actions of a number of criminal justice stakeholders, from police to prosecutors to defense attorneys to fact-finders. These same biases are often present in the earliest interactions police have with suspects, who may be innocent. Through training, education, and related improvements in policy and supervision, we envision investigations that show sensitivity to those human factors that might otherwise engender a wrongful arrest or conviction. The result—policing that ensures justice while preventing the false accusation and conviction of innocent people.

Over the past three decades, neuroscientists and psychologists have substantially advanced our understanding of human cognition. Of direct relevance to law enforcement have been scientific breakthroughs in the fields of, among other things, memory, perception, bias, and decision making. The integration of this knowledge base with contemporary police training has powerful implications for how police patrol, conduct investigations, and use forensic disciplines to solve crimes.

Cognitive Bias in Criminal Investigations
We now know that the cognitive processes that all people, not just police, use to absorb, sort, store, and rely upon information is affected by cognitive biases that occur in the brain and are not conscious choices that can be avoided at will. One example is "confirmation bias," which is the unconscious selection or interpretation of evidence that confirms a belief or an existing hypothesis. Sometimes referred to as "tunnel vision," this process, "leads investigators, prosecutors, judges, and defense lawyers alike to focus on a particular outcome, and then to filter all evidence in a case through the lens provided by that outcome. Through that filter, all

information that supports the adopted outcome is elevated in significance, viewed as consistent with the other evidence, and deemed relevant and probative, while evidence inconsistent with the chosen theory is easily overlooked or dismissed as irrelevant, incredible, or unreliable."[2]

The wrongful conviction of New Yorker Frank Sterling exemplifies the unintended and grave consequences that can result from cognitive bias in policing. Sterling became the prime suspect in the murder and sexual assault of a 74-year old woman after the case went unsolved for more than two and a half years.[3] Sterling, who was 25-years old with no prior criminal record or violent history, attracted the attention of the cold case investigation unit based on the premise that Sterling's older brother Glen had been convicted of attempting to sexually assault the same elderly victim three years prior to her murder. This affiliation, investigators concluded, created motive for Sterling.

Based on this hunch, investigators requested to interview Sterling in police custody after Sterling had finished working a 36-hour trucking shift. Sterling was questioned for hours in a highly suggestive interrogation during which Sterling was hypnotized, he was shown photographs of the crime scene, and, perhaps unintentionally, fed details about the crime. More than eight hours after he arrived at the police station, Sterling provided a confession that contained gross inconsistencies with the known facts about the actual crime. The only portion of the interrogation that was recorded was the final twenty minutes – the part of the interrogation where Sterling confessed. Despite Sterling's attempted recantation of his statement, the confession was the centerpiece of the prosecution's case against Sterling, which resulted in his wrongful conviction. More than seventeen years later, DNA evidence proved that Sterling was innocent and identified the actual perpetrator, Mark Christie. While Sterling was incarcerated for the crime committed by Christie, Christie remained at liberty long enough to murder a four-year child. After DNA identified Christie, he confessed from prison to committing the crime Sterling had been convicted of.[4]

Sterling's case also demonstrates the persuasive power of confession evidence, which, as one legal scholar has noted "makes the other aspects of a trial in court superfluous."[5] As police focused exclusively on Sterling as the primary suspect in their case, they engaged in a rigid form of tunnel vision that causes investigators to seek out inculpatory information while ignoring or placing little emphasis on information that could be exculpatory.[6] We have learned from the first 300 DNA exoneration cases that the persuasive value of a confession combined with the existence of tunnel vision by police, defense attorneys, and/or prosecutors can lead to a failure to investigate alternative suspects, a disinclination to follow up on exculpatory information, including clues relating to alternative suspects, and subconscious preference toward crediting incriminating eyewitness identifications, informant testimony, and any other varieties of evidence that can be fallible. The false confession phenomenon—the notion that an innocent person would confess to a crime s/he did not commit—understandably seems counterintuitive and implausible to most. However, the first 300 DNA exonerations demonstrated that 30% of wrongful convictions involved a false confession.[7] Wrongful convictions involving a false confession were significantly more likely to contain additional errors, such as improper forensic science, a misidentification by an eyewitness, or the use of informant testimony.[8] These cases show that the strong presumption of guilt created by a false confession can bias both lay and expert witnesses in addition to contaminating one's ability to objectively investigate a crime.

Cognitive Bias in Forensic Analysis
Cognitive bias in forensic analysis can be minimized by designing procedures that blind

participants to information that might affect or unintentionally bias their decision-making. Using a blind administrator in lineup procedures has been shown to reduce inadvertent suggestion to the eyewitness. And in many forensic disciplines, the main instrument of analysis is a human examiner, who is called upon to make a subjective determination during testing. Forensic scientists are equally vulnerable to cognitive bias. Research has confirmed that people innately seek to perceive, interpret, and create new evidence to bolster their own preexisting belief. This phenomenon known as confirmation bias, as described above, surfaces in forensics due to a host of contextual factors, which can contaminate forensic judgments in a range of evidence such as the analysis of shoe prints, bite marks, handwriting, fingerprints, and tire marks. Forensic scientists' judgments can be influenced by their knowledge of the nature and details of a crime, pressure from various parties to put forward particular conclusions, their close collaboration with police, and even computer generated data that identifies potential suspects.[9]

Consider the wrongful conviction of Barry Laughman, who has an IQ of 70 and the capacity of a ten-year old, and who falsely confessed to the rape and murder of his neighbor after police falsely told him they had found his fingerprints at the scene. [10] Blood typing results proved that Laughman could not have been the contributor of semen recovered from the victim. Despite this, during his trial testimony, the state's serologist provided 4 alternate theories, none of which were based on science, to explain how Laughman's biological material was not present at the crime scene.[11] After serving sixteen years of a life sentence for a crime he did not commit, Laughman was exonerated by DNA evidence.

The same way that forensic examiners take precautions to avoid contamination of physical evidence, measures can be taken to avoid "psychological contamination" as well. The simplest measure is to conduct blind testing where the examiner possesses no extraneous information about the crime that could taint their conclusions. Additionally, the examiners should document findings from their analysis of crime scene evidence prior to conducting any comparisons against a target. An additional safeguard labs can take to avoid confirmation bias is to blindly conduct the verification of findings. In this procedure, the verifier is unaware of the initial examiner's findings; if possible, it is preferable that the examiner is unaware of the identity of the verifier and vice versa.[12]

Implicit Bias
Implicit bias has also been studied extensively in the context of policing. Implicit biases are those attitudes or stereotypes that affect our behavior—of which we are wholly unaware.[13] In contrast to explicit biases, those we are aware of and acknowledge, studies have shown that the vast majority of people have implicit biases that influence decision-making and actions; however, these biases are activated involuntarily and without awareness.[14] Studies have shown that officers may react differently to suspects of different races and may be more likely to shoot suspects who are black. This research has been conducted in the form of video simulations in which participants are instructed to quickly identify and shoot armed suspects and to avoid shooting the unarmed suspects.[15] From these simulations, an extensive body of research published by Joshua Correll and his colleagues has empirically demonstrated that stereotypes associating African Americans and violence may provoke people to "respon[d] with greater speed and accuracy to stereotype-consistent targets (armed African Americans and unarmed Whites) than to stereotype-inconsistent targets (armed Whites and unarmed African Americans)."[16] An additional study of police officers from across the nation found that officers demonstrated a similar response when African Americans were replaced in the video simulations with Latino suspects relative to whites and Asians.[17]

But the research also offers hope and a way forward. Empirical research has demonstrated that biases are malleable and can be altered through the creation of new mental associations.[18] This process of "debiasing" requires attention, conscious effort, and time. We now know that repressing biased thoughts can actually amplify the bias; however conscious exposure to individuals that counter the implicit stereotype is an effective way to build a new association.[19]

Importance for Law Enforcement
The pernicious effects of human cognitive biases can be found throughout the investigative—and criminal justice—process. Both cognitive and implicit biases can result in inadvertent racial profiling, disproportionate minority enforcement, investigative tunnel vision, suggestive eyewitness identification procedures, and inaccurate conclusions formed about forensic evidence.

These same scientific breakthroughs in cognitive sciences offer empirically proven remedies to many of the human factors that can bias evidence and lead to ineffective policing.

Recommendations
We recommend that the Task Force consider the following specific recommendations to bolster police training and education efforts:

1. Training on Human Factors and Cognitive and Explicit Biases in Policing
In order to promote fair and impartial policing, evidence based trainings that have been shown to reduce the impact of bias on behavior should be incorporated into law enforcement training sessions. Training in cognitive bias should not be limited to recruits but should also be included in in-service training for veteran officers and supervisors.

2. Training on Implicit Bias in Policing
Social science research has demonstrated that raising awareness of implicit bias through education directed at the individual or professional level is a critical first step toward altering subconscious mental associations.[20] To further promote fair and impartial policing, evidence-based trainings on implicit bias should be implemented in police educational trainings. The necessity of such training sessions is evidenced by the implementation of similar programs in major cities, such as: Philadelphia, Baltimore, and Las Vegas, which seek to educate officers on how both implicit and explicit bias can impact policing and public safety.[21]

3. Adoption of & Training in Blind Techniques in the Collection of Evidence
At each investigative stage, techniques should be employed that reduce the possibility of human factors in evidence collection. Blind administration of lineups, for instance, is a staple of an unbiased identification procedure. Sequential unmasking, whereby forensic examiners potentially biasing and superfluous information about a crime is concealed from the forensic examiner, should be employed during the course of a criminal investigation. In addition to teaching law enforcement about the ways in which cognitive bias can impede their investigations, trainings also help build internal consensus for the value of blind techniques in evidence-gathering, from eyewitness identifications to forensic evidence collection and analysis.

4. Training on Scientifically Supported Police Practice Reforms
Two core police practice reforms aimed at the prevention of wrongful convictions, which in turn enables the earlier detection of the actual perpetrators of crime, were described in a previous submission to this Task Force from the Innocence Project on January 9, 2015, namely evidence-based eyewitness identification protocols and the electronic recordation of custodial

interrogations. It is important, however, that a recommendation aimed at the implementation of best practices in these areas is accompanied by a training component so that law enforcement are given the opportunity to learn the value of the reforms being sought.   In the absence of such training, law enforcement might understandably believe that the implementation of such reforms is grounded in the perception that their integrity is being questioned.

In the experience of the Innocence Network, while there has sometimes been initial resistance from law enforcement about the value of these reforms, acceptance has been widespread after police learned more about the reforms, received training on proper implementation, and were afforded the opportunity to participate in the formation of the specific adaptations of the reforms in their jurisdictions. Law enforcement has uniformly come to appreciate that these improvements to eyewitness identification procedures increase the accuracy of their criminal investigations and the effectiveness of criminal prosecutions.

There are a host of training materials available to the law enforcement community in these two areas. The International Association of Chiefs of Police has issued model policies guiding both; as well as a set of training keys to assure law enforcement have the tools it needs to build consensus for the value of the reforms within a law enforcement agency.[22]

It is our belief that police training on, and implementation of, these evidence-based best practices will improve procedural justice, as well as increase fairness and follow of the rule of law in the way police handle evidence and investigate cases. Cognitive-based police training will also be a cost effective measure to ensuring that police avoid the effects of tunnel vision and instead direct precious criminal resources toward the investigation, prosecution, and conviction of the actual perpetrators of crimes.

Thank you for the opportunity to share our experiences and recommendations. We hope that the Task Force will review and adopt these recommendations to prevent the unnecessary interference of human factors in policing and to enhance public safety while simultaneously increasing public confidence in the police. We look forward to serving as a continuing resource to the Task Force, and to your success as you carry out this critical charge.

Yours sincerely,

Seth Miller
President, Innocence Network
Executive Director, Innocence Project of Florida, Inc.

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Youth as Researchers in a Police-Oriented Career and Technical Education (CTE) Program

Testimony to the President's Task Force on 21st Century Policing
Listening Session: Training and Education
Submitted by Rebecca Neri and Anthony Berryman, UCLA PhD students and members of UCLA Improvement by Design Research Group co-advised by Dr. Louis Gomez and Dr. Kim Gomez

Overview of the Police Orientation Preparation Program (POPP)

The Police Orientation Preparation Program (POPP) began in 2009 as a one-semester program, aimed at exposing high school students to career opportunities in the Los Angeles Police Department (LAPD). Initially launching with 31 high school students from schools throughout the city, POPP expanded to a yearlong program with 48 students by its second year, having partnered with the Los Angeles Community College District (LACCD) to offer an associate's degree upon completion. At present, POPP is a two-year dual enrollment Career and Technical Education (CTE) program that operates in partnership with LAPD, LACCD, and the Los Angeles Unified School District (LAUSD). Students begin the program at the start of their senior year of high school, and complete it after their first year of community college.

Since its inception POPP has continued to expand the number of students it serves, and has increased emphasis on its tutoring program to meet the requirements of the associate's degree, which is a key element distinguishing POPP from other CTE programs. Students attend community college courses in the morning and receive tutoring in the afternoon, for these courses as well as for the COMPASS exam (which places students into either remedial or college-level courses, should they transfer to another college), and the LAPD written exam. It is located at the Ahmanson Training Center in Inglewood, California, which houses the main police cadet training center for LAPD. Each of the aforementioned partners has a full time representative on-site.

LAPD's investment in POPP is intended to foster a reciprocal relationship between the two institutions. POPP's overarching aim is to supply the department with prepared and qualified police officers who have the potential to improve community relations between LAPD and its diverse communities. For the department, POPP serves to prepare its students to excel within the Police Academy and pass the LAPD exam. This centers the physical training and police-related activities that are part of the everyday curriculum of POPP. In order to accomplish the aim of preparing its graduates to enter the academy, POPP offers Administrative Justice courses as well as General Education, physical training, and ethical guidance that culminates in completion of a Plan B Associate's degree, a security officer's Guard Card, and peace officer (POST) certification.

One of the program's greatest strengths stems from the scope of their recruitment efforts. Students are recruited from high schools throughout the greater Los Angeles area, creating a student body that is representative of the city's racial and economic diversity. Its current student body is approximately 60 percent male and 40 percent female; 85 percent Latino, 8 percent Black, 6 percent White, and 1 percent Asian/Pacific Islander. There are approximately 100 students currently in the program who range in age from 17 to 21 years of age. All students have expressed a strong desire to become LAPD officers, and have undergone extensive pre-screening and background checks based on the requirements of the LAPD. It is worth noting that these

students voluntarily leave their home school for their senior year of high school, sacrificing a traditional route to focus their attention on preparing for a career in law enforcement. That their day at POPP begins at 6 a.m. for physical training further speaks to the students' commitment.

POPP students are in a unique position to offer important insights for methods aimed at strengthening community policing. Nearly all students come to POPP from low-income communities of color that historically lack trust and relationships with law enforcement. They recognize that their racial, cultural, gender, and class backgrounds provide insights into "what [their] communities need, like someone who speaks another language or who just gets them better, and someone who treats them with respect even when they are messing up" (Student Focus Groups A, 4/14). At the same time, they recognize the inherent complexity of bridging their daily-lived experience as members of a community with their future careers as police officers. POPP students are addressing gaps in the assumption that increasing diversity alone will improve community-police relations. The tensions these students not only understand, but personally experience, offer unique and important insights on building trust with communities, and have implications for training and for increasing diversity in the police force that extend beyond just representation. The question that POPP now faces is: What type of training would allow this diverse group of future officers to investigate and explore how their personal backgrounds and knowledge of their communities can build community trust and faith in the role of police officers? It is with this in mind that we turn to Youth Participatory Action Research (YPAR).

What is Youth Participatory Action Research (YPAR)?

YPAR derives from a methodology known as Participatory Action Research, defined as a threefold exploration of the following: A) the collective investigation of a problem; B) reliance on indigenous knowledge to gain a richer understanding of a problem; and C) the desire to take individual and/or collective action to improve a problem (McIntyre, 2000, p. 128). The centering of youth as researchers, and identifying their roles in this methodology, necessarily varies across contexts. These roles include youth as subjects, youth as consultants, youth as partners, and youth as directors. Most commonly, youth act as partners in situations where adult researchers initiate a study and recruit youth to act as co-researchers, though in theory, "YPAR should allow youth to play the same substantive roles as adults in the creation, implementation, and dissemination of research" (Livingstone et al., 2014, p. 288).

Through YPAR, youth engage in the research process to investigate the problems of their lived experience by developing their own research questions, critically analyzing relevant literature and theory, designing a research study, collecting and analyzing data, and actively changing their communities and policy. Making this research actionable is a key feature of this methodology; as conducted by members of a given community, these youth researchers are committed to using their findings to mobilize their broader community to create substantive change. Significantly, the pedagogy of YPAR intersects with current community policing strategies such as the SARA method, investigating and prioritizing problems facing a community, and reciprocal dialogue with community members. It emboldens traditional police training by fostering a set of reflective, inquiry-based practices involved in social science research. The practice of students' reflections on modes of inquiry, data collection, analysis, and implications is embedded in each part of the research design. While all of the elements that make

up this methodology are too numerous to cover here, the following points provide the foundation for understanding the YPAR study within POPP:

1. *The subject of a YPAR study is based on student inquiry*, and is tied to their lived experiences: "They are invited and encouraged to draw on personal experiences and understandings in their analyses and to connect them to others' experiences and to broader, more formal educational theories" (Rodriguez and Brown, 2009, p. 27).
2. *YPAR considers student knowledge as expert knowledge*, and relies on indigenous knowledge to provide a deeper understanding of the social, political, and historical contexts of the research, bringing new meaning to the development and analysis of research questions, methods, and findings.
3. *It is participatory and communal by definition*, but also recognizes differences between participants in creating an investigative and dialogic space to share their unique "experiential knowledge to conduct research on their own experiences, and act as agents of change in issues that impact them directly" (Bautista et al., 2013, pp. 3-4).
4. *An essential part of the YPAR framework is the adult-youth partnership*. Adult researchers in a YPAR study often act as "outside researchers," "animators," or "allies" who facilitate the collective transformation of common knowledge (Zeller-Beckerman, 2007, p. 318). It is important to note that adult partners exercise flexibility regarding projects or structure of studies, and offer critical examinations to establish reflection, design, and execution practices held to the same rigorous guidelines as adult-led academic research (Powers and Tiffany, 2006).

Youth Participatory Action Research at POPP

Research

The current YPAR project will last 15 weeks, with a focus on building trust and improving community-police relations. Beginning in September of 2015, YPAR will become embedded year-round in the curriculum of POPP; thus, each new cohort will participate in a YPAR project for the duration of his or her first year. For the present study, each research group will consist of six to seven students, with a total of nine groups. Three Ph.D. students in Urban Schooling (all former classroom teachers) at UCLA will facilitate the YPAR study and serve as co-researchers with the students. The LAPD Drill Instructors at POPP will also participate, to provide their own expertise and knowledge of policing and Los Angeles generally. Each group will work together to design and conduct every stage of the research process, which includes: developing research questions, reviewing relevant literature, developing a research design to collect and analyze data, interpreting and disseminating findings, and taking action. The action component is left open-ended, but could include a published report, a multi-media presentation, a policy brief, or a community event.

Critical Media Literacy

An important component of this YPAR study incorporates *critical media literacy*. Youth, often more immersed and therefore savvy in media culture than their teachers, engage in diverse forms of communication and expression. This youth knowledge offers increased opportunities for engagement, participation, contribution, and inclusion in research. A powerful and necessary set of questions emerges from this: How do students make sense of the representations of community-police relations they encounter on social media and in the news? What processes and

modes of inquiry might help them critically analyze these representations, in a way that does not further isolate members of the community and police officers? How can POPP students, as members of a community with intimate knowledge of policing philosophies, *create new meaning and representations*, at present and in their future careers? To answer these questions, students will engage in critical media literacy. This approach challenges the notions of a passive audience and, in a participatory manner, requires the students to engage in dialogue, meaning-making, negotiation, and the production of alternative narratives and texts with a focus on democratic participation and social change. On a weekly basis, each research group will be asked to democratically *identify and prioritize* the representations of community-police relations in the media. They will post their reflections and analysis on the research group's community blog. Students will also be asked to pick one of the blog posts to critically analyze using the Center for Media Literacy's *five deconstruction questions* (Critical Media Literacy, 2003), which include:

1. *All media messages are constructed.* **Who created this message?**
2. *Media messages are constructed using a creative language with its own rules.* **What creative techniques are used to attract my attention?**
3. *Different people experience the same media message differently.* **How might different people understand this message differently?**
4. *Media have embedded values and points of view.* **What values, lifestyles and points of view are represented in, or omitted from, this message?**
5. *Most media are organized to gain profit and/or power.* **Why is this message being sent?**

Digital Storytelling and Counternarratives

After completing the research process and engaging in critical media analysis, students will be able to produce *counternarratives*–alternative narratives that alter our understanding of dominant cultural narratives–of people of color who wish to serve their communities by becoming police officers. Common perceptions of police officers of color tend to fall into three categories: a) through mere representation, officers of color will automatically improve trust and relations with the community; b) officers of color are confused, conformists, or "sellouts"; c) officers of color enact harsher treatment on communities of color because they have something to prove, and are influenced by dominant discourses used in their training. Although all three of these ways of thinking about police officers of color have origins and reasoning that are important to consider, we rarely hear from the officers of color themselves about their desires to be police officers and the tensions they face in pursuing this career. In this current context–with increased attention to the diversity of law enforcement departments, along with calls for reengineering definitions of community policing—the counternarratives of POPP's students (most of whom are youth of color) will be powerful and extremely informative.

Recommendations and Implications of this research

Student-level

A YPAR framework serves a dual function: it develops the capabilities of youth to act as responsible and ethical agents, while also informing significant changes in practice at a policy or sub-policy level. While the former addresses the immediate condition of students, the effects of the latter emerge over time, and are intended to spread throughout an institution. At the individual student level, through engaging in a YPAR study they will build an investigative,

research-oriented set of skills that will strengthen their training in community policing strategies such as the SARA method. At the same time, YPAR provides a space for students to research how their roles as community members and their desire to become police officers can work in tandem to improve community-police relations. Through the act of participating in research and learning how to analyze their findings, students will have the opportunity to develop and contribute to a shared understanding of what community policing *is* at present, and possibly make recommendations for what it *should* be in the future. The explicit intention of the current YPAR study is that through their participation and development of reengineered understandings of community policing, these students will be empowered to act as leaders in the Police Academy, and later as LAPD officers.

Programmatic-level

Participatory Action Research (PAR) has several implications for police training and/or youth pre-training programs. To wit, PAR engages its participants in developing research questions and rigorous investigation skills. Representative of the experiences and needs of participant-researchers, these questions are defined by a need for action and are therefore, useful, meaningful, and democratizing. Additionally, a key component of the PAR approach is action. Therefore, participants would use the research process to collectively problem-solve, find answers for their research questions, and create new alternatives and strategies for important issues in policing. As PAR is a collective process, it is embedded in *dialogue and shared consensus* that requires participants from diverse backgrounds to reciprocally listen and learn from one another.

The success or failure of understanding how we might reengineer common conceptions of what community policing is, and what it should be, will require new modes of exploration. Similarly, the success or failure of diversifying a police force will take more than merely increasing the number of officers of color in a department. If we recognize the value in having a diverse police force, it follows that we must explore ways to respect, take seriously, and learn from this diversity. PAR offers a promising and innovative method to institutionalize a democratic dialogue between police officers and communities (as well as future officers in pre-training programs such as POPP). Finally, improving relations between police officers and youth, specifically youth of color, is one of the most pressing issues in policing, and this is especially true in racially and economically diverse urban centers such as Los Angeles. Engaging youth in processes, like YPAR, is one way for students to develop and express their capabilities as ethical agents, as well as empowering their voices towards contributing to the national discourse on how to reengineer, redefine, and strengthen community policing.

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Task Force on 21st Century Policing
Listening Session: Community Policing & Crime Reduction
February 13, 2015, Phoenix, Arizona
Written Testimony from: National Alliance for Drug Endangered Children www.nationaldec.org
Submitted by: Chuck Noerenberg, President cnoerenberg@nationaldec.org

Who is the National Alliance for Drug Endangered Children and what do they have to do with 21st Century Policing?

The National Alliance for Drug Endangered Children (National DEC) is a national non-profit that utilizes a collaborative "DEC Approach" to make a difference in the lives of "drug endangered children" – children who are at risk of suffering physical or emotional harm as a result of illegal drug use, possession, manufacturing, cultivation, or distribution. They may also be children whose caretaker's substance misuse interferes with the caretakers' ability to parent and provide a safe and nurturing environment.

  ➢ National DEC was started with leadership from law enforcement;
  ➢ Thousands of law enforcement officers have received DEC training and they are among the leading proponents of DEC efforts throughout the country;
  ➢ The collaborative DEC Approach is a successful implementation of Community Policing;
  ➢ The Promising Practices in policing being developed throughout the country as part of the DEC movement represent an effective approach to 21st Century Policing

What is the DEC Approach?

The DEC Approach is a comprehensive strategy that focuses on the formation of community partnerships that engage law enforcement and professionals from multiple disciplines in working collaboratively to identify, protect, and serve drug endangered children and their families.

How does the DEC Approach relate to police work in general?

Because the DEC Approach is a successful implementation of Community Policing, it has everything to do with police work in general. Community policing involves community partnerships, problem-solving, and organizational transformation. Based on ten years of implementing community policing through the DEC Approach, National DEC believes that community policing is a firm foundation for 21st Century Policing.

Doesn't the DEC Approach deal with a small portion of police work?

National DEC recognizes that "Children + Drugs = Risk, but we also recognize that it is rarely just about drugs. Homes with illegal drugs and substance abuse all too often have violence, trauma, and

encompass and disrupt multiple generations. Law enforcement come to expect that they will one day be arresting the children and probably the grandchildren of the adults they are arresting today. Many studies have shown that a large percentage of individuals arrested and incarcerated are under the influence of drugs, including alcohol, and often have issues related to substance abuse and addiction. DEC actually encompasses the broad spectrum of police work.

How does this relate specifically to the issues before the Task Force?
There are many different perspectives on the roles of law enforcement – both on what those roles are and what they should be. The law enforcement officers engaged in National DEC's network have emphasized that they are commended, rewarded, or promoted based on the number of arrests they make, the quantity of drugs seized, the amount of asset forfeiture, and other readily measurable tasks. They may even receive a commendation for rescuing an individual in immediate danger. However, they are not rewarded for recognizing a child at risk and notifying child welfare, or for helping to paint the picture of the life of a child in a family involved with drugs in order to help ensure the family receives services, or for playing with a child whose parent is arrested to reduce trauma for that child. The traditional metrics of success for law enforcement paint a very limited picture of the spectrum of police work, but they play an inordinate role in concluding whether a law enforcement officer is doing a good job. Community policing and the experience of the DEC movement across the country represent an evolution of policing that can serve as a model for 21st Century Policing.

How does the DEC Approach help establish Public Trust in Policing?
At a recent meeting of Directors of the COPS Office, it was stated that law enforcement needs to shift their mindset from the concept of "warrior" to the concept of "guardian". This seemingly simple characterization of the goal for the evolution of policing actually encompasses numerous promising and innovative policing practices taking place across the country and provides a focus for the promise of 21st Century policing.

Building relationships through community policing also builds trust. When law enforcement is asked to be a community guardian and not just a warrior, the context within which law enforcement works shifts dramatically. A guardian protects by focusing on the overall interests of those being protected - a "protect and serve" approach - while a warrior focuses on winning fights against the bad guys. In practice, to shift the focus means that law enforcement should be recognized as much for the aspects of their work that help prevent crime and those that deal with the aftermath of crime as those that focus on arrests and prosecution. The collaborative DEC approach trains law enforcement and their partner professionals to look more broadly at the opportunities to help change the circumstances that result in criminal behavior and to accept a role in the lives of those striving to move beyond criminal behavior.

Key to this outcome is a recognition that law enforcement's roles overlap with those of many other practitioners such as child welfare workers, prosecutors – both criminal and civil, judges, probation, medical personnel, treatment providers, educators, and others. When these practitioners develop productive working relationships and collaborate in their work - which often involve the same children and families - the practitioners themselves develop a different idea of themselves and their roles and they also develop a richer, more realistic understanding of the families they are working

with. This gives those families and the public at large, a different perspective on and appreciation of the role of law enforcement.

How do the DEC Approach and Community Policing help create Constitutional Policing?
We ask law enforcement to balance the responsibilities and authority we give them with the sometimes clear and sometimes ambiguous limits on their authority. Accountability, punishment, freedom, and sometimes life itself, hangs in the balance between the authority law enforcement wields and the restrictions we place on that authority under the Constitution. Few of us face such daily challenges. The broader perspective on the lives of those involved in criminal behavior, the effective partnerships with other professionals involved with the same families, and the shared goals of breaking multi-generational cycles of neglect, abuse, addiction, and criminal behavior represented by the DEC Approach, can all help create an appropriate balance between rights and public safety.

How does the DEC Approach help with reengineering Community Policing?

Defining Community Policing: Community policing as currently defined involves community partnerships, problem-solving, and organizational transformation. If these terms are viewed in a narrow sense, then Community Policing is not living up to its full potential. "Community partnerships" shouldn't be limited to such things as community meetings and citizens' advisory councils, but must incorporate the concept that law enforcement is in partnership with the entire community. Key to this concept is close working relationships and collaboration with other disciplines and professionals that law enforcement works alongside. Problem-solving shouldn't be perceived solely as solving policing problems, but rather about solving the problems that involve police and their partner agencies. And similarly for organizational transformation – the transformation needs to be across and between agencies not just within law enforcement entities. The collaborative DEC Approach brings this broader perspective to the role of law enforcement and their partners.

Institutionalizing Community Policing
The collaborative DEC Approach changes how law enforcement and other professionals view themselves and their roles. Collaboration isn't just advantageous to one participant - to be effective - it must strengthen all participants. To work collaboratively requires an understanding of the challenges and work of our partners. National DEC's training is designed to provide insights about key partners which lead to a deeper understanding of how each partner can help the other and be more effective in achieving the overall shared goals. Once true collaboration is put in place, law enforcement and their partners naturally institutionalize this practice because it is so much more effective and rewarding for all involved.

Does Community Policing and the DEC Approach result in Effective Crime Reduction and Deployment Strategies?
Community policing as implemented through the DEC Approach emphasizes breaking multi-generational cycles of neglect and abuse. According to one study, children who experience child abuse and neglect are 59% more likely to be arrested as a juvenile, 28% more likely to be arrested as an adult, and 30% more likely to commit violent crime. [i] Under the DEC Approach, law enforcement recognize that they have opportunities to identify children living in dangerous environments, often

involving illegal drugs and substance abuse. They also have opportunities through collaboration with other disciplines to help these children get the services they need and change the trajectories of the lives of these children. This strategy broadens the perspective of those involved beyond the incidents of criminal and destructive behavior to a greater understanding of the lives of children and families at risk. This can result in earlier interventions, more effective collaboration between the systems involved, and coordination between the sanctions imposed and the services provided. This means stronger potential for rehabilitation and recovery from cycles of neglect, abuse, and other criminal behavior. The DEC Approach is a prevention effort for the most at risk children in our country.

What do the lessons of the DEC Approach and Community Policing suggest for Organizational Structures - including shared services and consolidation?
Effective collaboration and successful community partnerships require working outside of the "silos" of our respective professions and agencies. Organizations engaged in the DEC Approach and community policing shift from a sole focus on internal structure to structures, co-locations, and consolidations that match the shared goals of law enforcement and their partners. By breaking down the silos between disciplines under the DEC Approach, professionals around the nation have found common ground. Together they are working toward breaking the cycle of abuse and neglect and creating healthier communities by building stronger families where children can be safe and thrive.

How do the DEC Approach and Community Policing promote the Building of Systems Partnerships – both in and out of the criminal justice system?
When one law enforcement officer was exposed to the DEC mission at a national conference and realized that we all have a role to play in breaking multi-generational cycles of neglect and abuse, he started a local DEC alliance that on a regular basis brings together law enforcement, child welfare, prosecutors, medical personnel, treatment providers, educators, probation officers, EMS, firefighters, and community members. This DEC Alliance has dramatically changed the way that cases involving drugs and children, and related issues of abuse, neglect, domestic violence, trauma, and criminal behavior are handled throughout the jurisdiction. The common goal of identifying, protecting, and serving drug endangered children and their families, has resulted in unprecedented information sharing, collaboration, and productive working relationships across disciplines and agencies. The DEC Approach instigates a holistic, reality based response to criminal behavior that involves individual change, agency change, and systems change.

What does National DEC's nationwide experience reveal regarding research on best practices – including the impact of strategies and collateral damage?
The wealth of DEC promising practices taking place in National DEC's network teach us much about the opportunities law enforcement have to implement strategies that allow everyone involved with families engaged in criminal behavior to make more informed decisions about what it will take to break the multi-generational cycles of criminal behavior. These promising practices reveal that insights about our partners and the families we deal with can result in shifts in tactics, practices, and policies that may seem fairly simple, but which can have a significant impact. For example, law enforcement learns that child welfare workers have a myriad of policies and guidelines for working with households with child maltreatment and that the information that law enforcement has can make a critical difference in the response and potentially the outcomes of these cases. More

information equals more informed decisions. Understanding the impact on children when their parents are addicted to drugs and the impact of seeing a parent arrested and the challenges for children when their parents are incarcerated results in changes in strategies and tactics to address and reduce this collateral damage.

How does the DEC Approach change law enforcement tactical operations?
There is a long list of changes in tactical operations that take place when law enforcement utilize the DEC Approach. This includes working cases in partnership with child welfare for the majority of criminal cases because offenders have children, domestic violence impacts children, drug-dealing and substance abusing parents often abuse or neglect their children, and offenders returning home from jail have children who are trying to make sense of their very stressful family circumstances. Understanding adverse childhood experiences and the impact of trauma makes law enforcement ask whether they unknowingly cause trauma when they wear face masks and swat gear during an entry, make late night arrests when children are going to see their parent handcuffed and taken away, or talk negatively about the parents being arrested in front of their children.

To reduce trauma, law enforcement professionals can interact with children in a positive way, assign a plain clothes officer to interact with the children, and bring games to play with the children. Playing a game such as Tetris can help reduce trauma by engaging the child's brain. Law enforcement can learn other ways to deal with children in traumatic situations from child welfare and behavior health professionals. Reducing trauma for the children of criminal offenders and treating both the parents and the children with respect has the potential to reduce the likelihood that the children of offenders and incarcerated parents end up in the criminal justice system.

SPECIFIC RECOMMENDATIONS FOR THE TASK FORCE ON 21st CENTURY POLICING:

1) **Expand and enhance training for law enforcement officers to include:**
    a. **The nature and impact of substance abuse and addiction**
    b. **The impact of trauma and adverse childhood experiences on well-being and behavior**
    c. **Insights about the roles and responsibilities of the other practitioners who are dealing with the same families**
    d. **The necessity and value of collaboration to achieve common goals**

2) **Revise the metrics that are used to measure the success of law enforcement officers and agencies to reflect those things that truly break multi-generational cycles of criminal behavior, reduce crime, and enhance public trust.**

3) **Expand community policing efforts through integration of law enforcement work with other professionals through effective collaborations, such as those represented by the DEC movement.**

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The President's Task Force on 21st Century Policing

A Recommendation for *Training and Education*

Sheriff Newell D. Normand
Jefferson Parish Sheriff's Office, Louisiana

Sheriff Adrian Garcia
Harris County Sheriff's Office, Texas

Sheriff David J. Mahoney
Dane County Sheriff's Office, Wisconsin

Anthony Normore, Ph.D.
Criminal Justice Commission for Credible Leadership Development, California

Mitch Javidi, Ph.D.
International Academy of Public Safety, North Carolina

Bridging the Gap

Developing Trust and Strengthening Communities

February 6, 2015

Bridging the Gap
Developing Trust and Strengthening Communities

As law enforcement officers we must reestablish and continually strengthen mutual trust with those we serve. The relationship between citizens and those who are sworn to protect and serve is no less than the stuff that makes a republic work and perpetuate. It is incumbent on police to take the first steps toward integrity, mutual respect, responsibility and accountability.

There is no quick fix to the turmoil we are now experiencing in our neighborhoods. In light of the recent tragedies in America it is clear that they have been inevitable and a long time in the making. Therefore, there is an ever increasing need to build mutual trust and we have developed and tested a leadership development process that shows great promise to prevent such tragedies. This process is one of leadership development from the bottom-up instead of the top-down.

The purpose of our contribution to the President's Task Force for 21st Century Policing is to help bridge the gap that currently exists between police agencies and the communities they serve. Our goal is to articulate ways where trust is developed and community relationships are strengthened. We begin by highlighting the program, why it is needed, how it works, how to implement it and what to expect.

Background and problem statement

In the second half of the 20th Century, modern policing shifted from being as fair and impartial as possible to becoming hyper-vigilant. This evolution is in response to a well-documented increase in violence whether by gangs, the illicit drug trade, cybercrime, human trafficking, or by the public perception of policing that is constantly subjected to gratuitous violence via the media. Police are expected to be prepared for the worst to the exclusion of the community policing upon which it was founded. This has determined in the past how we have been trained. A prospective officer attends hundreds of hours of intense critical and necessary training which emphasizes regulations, use of force policies, tactics, and how to best survive in dangerous circumstances. The focus had to be getting recruits technically prepared for the beat.

It has been, until now, a luxury in time and expense to continue personal and professional leadership training that emphasizes the skills and intellect necessary to build mutual trust and respect. Typically, only senior officers received any of this type of training. Now, the task is to train *all* those who serve, especially new recruits and sergeants, to be vigilant without being continuously hyper-vigilant; how to uphold the law while helping to build the community and regain the public trust. In other words we have to train officers to be leaders from the very beginning and offer ongoing support and guidance throughout their careers. Thus the problem is: *How to build the credibility of every officer as a servant-leader while ensuring they have the competency and skills to help build the community based on trust, respect, responsibility and accountability.*

Considering the problem

We now briefly examine the barriers and obstacles of preparing the career officer to serve and protect as a servant-leader.

- *Expense* – Any training is very expensive. Thus, mandatory training takes the lion's share of resources. Personal and professional development has to be reserved for top executive staff.
- *Complexity* – Establishing and maintaining productive community relationship-building skills is complex. Such skill sets require in-depth instruction and monitoring over time. It has to begin from the first day on the job rather than near or at the end of a career.
- *Comprehensiveness* – The kind of leadership training necessary to develop skills to bridge the gap of community trust requires a sequence of specific topics and an opportunity to renew learning experiences and stay current in the field. Higher levels of interpersonal communication techniques and skills are a necessity.
- *Access* – Training is usually classroom-based with limited seating. It is quite difficult to even obtain required training. Necessary and effective professional leadership development is rare.
- *Delivery* – Professional development, if it is done at all, is usually done by specialized consultants in a workshop format that leaves little opportunity to internalize and implement the skills of community building.
- *Management* – Because of the demands of the job coupled with issues of compliance, it is problematic to deliver and manage the full range of appropriate training, education and skills needed to shape the career law enforcement officer.
- *Inertia* – Compliance is a necessary constant. It is difficult to embrace the ideology and gradual growth of essential authentic and ethical leadership development.

In brief, a critical need in law enforcement today is an affordable and effective process to develop staff and career officers at all levels of the organization. This is especially crucial for our new recruits. These new officers are our legacy. It is in our best interests to assure we provide them with the best and most effective leadership training and professional development possible -- from day one. Next, we must consider how our academies work by addressing responses to these major concerns.

A description of leadership academy best practices

We, as senior sheriffs, police chiefs, and academicians have been concerned with developing the professional officer our entire careers. Now, there is an urgency to develop the 21st Century law enforcement officer because it takes vision and hard work to see it through.   Building a learning management system dedicated to leadership development agency-by-agency depends entirely on commitment, especially from us, and willingness by all to establish and sustain professional

working public/private partnerships. Our goal is to jointly provide guidance, support and resources.

- *Expense* – Our leadership academies are delivered via the internet at a fraction of classroom costs. Developing the ethical foundations, emotional intelligence, leadership skills, and character of staff *saves money*.
- *Complexity* – Our in-house leadership academies effectively train and more importantly, provide opportunities for officers to practice the skills and abilities necessary for effective community relations. In turn, such newfound knowledge and skill sets reduce the likelihood of misunderstandings.
- *Comprehensiveness* – An effective leadership academy trains a progression of skills and practical applications to bridge the gap of public trust. The training is also transformative as students learn how to improve organizational efficiency and effectiveness while increasing organizational and policy transparency.
- *Access* – Our leadership academy training is available 24/7, on-line. It can be interrupted and resumed at will. It keeps the officer on the beat. This learning experience is extended to anyone with computer access. Citizen stakeholders and non-sworn personnel can also enroll.
- *Delivery* – The academy format gives the opportunity for all agency staff to get advanced leadership training which is usually reserved for senior personnel.
- *Management* – Our learning management system simultaneously delivers program content, tracks students' progress, monitors necessary compliance and maintains agency documentation. Students and managers can see the progression of individual and organizational growth.
- *Inertia* – It is our experience that student-friendly instruction is universally embraced by students and supervisors alike. This type of instruction develops the individual through mentoring and coaching. We are modifying the traditional top-down way of doing business in favor of leadership development from the bottom-up.

We cannot assume our officers, especially our new officers, have the skills of servant-leadership. We would be well-advised to shape them early and throughout their careers.

Realizing results and effects

The effects of our leadership development process are very promising and certainly cumulative. Since implementing our academies we have documented the following:

- Significant reductions in complaints
- Notable reductions in internal affairs investigations
- Reductions in arrests
- Greatly reduced use-of-force incidents
- Reductions in adverse legal issues

- Improvements in employee job satisfaction and engagement
- Significantly improved community relations
- Significant cost-savings for training and development
- Significant personal and professional growth and development
- Significant use of career planning
- Notable positive change in employee wellness and self-awareness
- Increased rates of effective team development

These effective practices are what we need to build the 21st Century police officer and police agency.

The recommendation

Implement local agency, regional or statewide on-line leadership development academies.

Funding should support individualized leadership academies to provide these effective practices to as many municipalities and states as possible.

Implementation

Our leadership academy model is theory and practice-based on ethics, character building, self-awareness, emotional intelligence, and team and organization development. The model can be adapted to the small or large agency. It fits nicely with existing classroom and continuing in-service training. Initially, it would be effective to select a range of small, medium and large agencies nationally, preferably in every state, in areas of greatest need and ability to implement this working model. These initial sites would continue to demonstrate these effective practices, process improvements and results in the agency and the broader community. An initial plan and a subsequent five-year plan for implementation and national rollout scaling would be effective.

Conclusion

We believe agency-specific leadership development programs provide a real opportunity to strengthen the character of law enforcement officers for the demands of the 21st Century. Evidence is clear that on-line leadership and character development embraced by the organization works. When our officers are immersed in ethics, empathy and advanced leadership skills – it transforms the organization and the communities that they serve. More than ever, officer by officer, in uniform and in our neighborhoods, will give and receive dignity and respect. We support the old adage that, "Police are the public and the public are the police," and firmly believe we need to reinvigorate this ideal.