REPORT OF THE MICHIGAN COMMISSION ON LAW ENFORCEMENT STANDARDS

Fostering Public Trust in Law Enforcement in Michigan

COMMISSION FINDINGS AND RECOMMENDATIONS

Michigan Commission on Law Enforcement Standards
Lansing, Michigan

April 19, 2017

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STATE OF MICHIGAN

RICK SNYDER
GOVERNOR

MICHIGAN COMMISSION ON LAW ENFORCEMENT STANDARDS
LANSING

DAVID L. HARVEY
EXECUTIVE DIRECTOR

April 19, 2017

Governor Rick Snyder
P.O. Box 30013
Lansing, Michigan 48909

Dear Governor Snyder:

The Michigan Commission on Law Enforcement Standards (Commission), having completed its assignment to undertake a study and produce a public report addressing the topic of fostering public trust in law enforcement in Michigan, pursuant to Executive Directive No. 2016-2, submits its final report to your office.

The recommendations contained in the report are supported by input from residents across Michigan, best professional practices from law enforcement, and the academic research. The Commission conducted three major lines of inquiry: 1) community engagement, 2) research-based training requirements, and 3) best practices for recruiting and hiring.

The Commission Chair established a Process Committee, to oversee and address administrative issues as they arose, and three major work groups to conduct the study and make recommendations. Each of the work groups was chaired by a Commission member and included representatives from law enforcement, academics, Commission members, police trainers, and the general public. The work groups gathered information over a period of several months and the Commission voted to accept the report and the recommendations at its April 19, 2017 meeting in Lansing.

The Commission wishes to thank residents all across Michigan who took the time to participate in the public forums, respond to the online survey, or offer their input through interviews, phone calls, and written correspondence. Their comments formed the basis for the report's recommendations.

The Commission would also like to thank the work groups for their input and recommendations. They devoted their own valuable time to this study and contributed a wealth of knowledge that was crucial to the Commission's staff to be able to compile and produce this report. The Commission looks forward to working with these groups, and similar groups, as it moves forward on the implementation of the recommendations in the coming years.

The recommendations are intended to be a pathway to strengthen police-community relations across the state, particularly in communities most in need. The report focuses on how law enforcement leadership and agency members can best work within the community engagement framework but at the same time continue to perform the essential job functions of contemporary policing. We anticipate the recommendations will help strengthen the relationship between the police and their local communities.

Sincerely,

Michael Wendling, Chair
Michigan Commission on Law Enforcement Standard

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Michigan Commission on Law Enforcement Standards

The Michigan Commission on Law Enforcement Standards (MCOLES) is mandated by statute to promulgate medical and non-medical standards for the selection, employment, training, licensing, and revocation of law enforcement officers in Michigan (MCL 28.601-616). The statute also authorizes the Commission to promulgate rules establishing the criteria and processes for the enforcement of the promulgated standards. Nineteen commissioners all serve either by virtue of their position or by appointment to a term of office by the Governor. The Commission membership is diverse. It consists of representatives from the Michigan Association of Chiefs of Police, the Michigan Sheriff's Association, five police labor organizations, prosecution, defense, the Michigan State Police, the Detroit Police Department, the Deputy Sheriff's Association of Michigan, the Michigan Office of Attorney General, and a public representative. The original eleven member Commission was created by statute in 1965 and was called the Michigan Law Enforcement Officers Training Council (MLEOTC). In 1993 the Michigan Justice Training Commission moved under MLEOTC, through Executive Order 199-11. The two Commissions were merged to form the Michigan Commission on Law Enforcement Standards Executive Reorganization Order 2001-2 (MCL 28.621). MCOLES is an autonomous agency whose responsibilities come directly from the Michigan Legislature.

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Executive Director
Mr. David L. Harvey

Commission Vice-Chair
Chief David Molloy

Deputy Executive Director
Ms. Hermina Kramp

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MICHAEL WENDLING, CHAIR
Prosecuting Attorney's Association
of Michigan

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Michigan State Police

SHERIFF JERRY CLAYTON
Michigan Sheriffs' Association

MR. DAVID HILLER
Fraternal Order of Police

SHERIFF TIMOTHY DONNELLON
Michigan Sheriffs' Association

SHERIFF DOUG WRIGHT
Michigan Sheriffs' Association

MR. RICHARD HEINS
Michigan Association of Police

TROOPER NATE JOHNSON
Michigan State Troopers' Association

MR. MARK DIAZ
Detroit Police Officers' Association

CORPORAL BRIAN EARLE
Deputy Sheriffs' Association of Michigan

CHIEF DAVID MOLLOY, VICE-CHAIR
Michigan Association of Chiefs of Police

MS. ANICA LETICA
Office of the Attorney General, representing
Mr. Bill Schutte

MR. KEN GRABOWSKI
Police Officers' Association of Michigan

CHIEF TIM BOURGEOIS
Michigan Association of Chiefs of Police

MR. ART WEISS
Criminal Defense Attorneys of Michigan

CHIEF DONALD MAWER
Michigan Association of Chiefs of Police

MR. THOMAS ZULCH
Police Officers' Labor Council

ASSISTANT CHIEF JAMES WHITE
Detroit Police Department, rep. Chief James Craig

MR. THOMAS ADAMS
Public Representative

WORK GROUPS

PROCESS COMMITTEE

Michael Wendling, Chair,
Prosecutor St. Claire County

Colonel Kriste Kibbey Etue,
Michigan State Police

Colleen Pero, Deputy Director,
Department of Civil Rights

Corporal Al Brzys,
Dearborn Police Department

Anthony Lewis, Director,
Business and Community Affairs, Department of Civil Rights

Hermina Kramp, Deputy Executive Director,
Michigan Commission on Law Enforcement Standards

John Szczubelek, Assistant Attorney General,
Commission Counsel

TRAINING WORK GROUP

Sheriff Jerry Clayton, Chair,
Michigan Sheriff's Association

Training Manager Eric Waddell,
Washtenaw County Sheriff's Office

JuaQuita Grady, Curriculum Specialist,
Michigan Commission on Law Enforcement Standards

Dr. Juli Liebler, Ph.D.,
Assistant Professor, Michigan State University

Joyce Nelson, Training Director,
Washtenaw Community College

Captain Thomas Deasy,
Michigan State Police

Lieutenant Colonel Richard Arnold,
Michigan State Police

Captain Penny Fischer, J.D., Ph.D.,
Michigan State University Police Department

Danny Rosa, Training Analyst,
Michigan Commission on Law Enforcement Standards

COMMUNITY ENGAGEMENT WORK GROUP

Colonel Kriste Kibbey Etue, Chair,
Michigan State Police

Nancy Becker Bennett,
Michigan State Police

Sheriff Tim Donnellon,
St. Clair County Sheriff's Office

Thomas Adams,
Public Representative

JuaQuita Grady, Curriculum Specialist,
Michigan Commission on Law Enforcement Standards

Undersheriff Valerie Weiss,
Ottawa County Sheriff's Office

First Lieutenant Kevin Sweeney,
Michigan State Police

Deputy Director Chad Baugh,
Canton Police Department

Wayne Aldrich,
Michigan Commission on Law Enforcement Standards

Dr. Joseph A. Hamm, Ph.D., Associate Professor,
Michigan State University

RECRUITING WORK GROUP

Chief David Molloy, Chair,
Novi Police Department

Corporal Brian Earle,
Deputy Sheriff's Association of Michigan

Chief David Hiller,
Fraternal Order of Police

Chief Donald Mawer,
Michigan Association of Chiefs of Police

First Lieutenant Robert Hendrix,
Michigan State Police

Anthony Lewis,
Department of Civil Rights

Captain Stacey Randolph, Kalamazoo
Department of Public Safety

Dr. Ann Marie Ryan, PhD., Professor,
Michigan State University

Thomas Adams, Commissioner,
Public Representative

Chief Donald Pussehl,
Saginaw Township Police Department

Sheriff Douglas Wright,
Gratiot County Sheriff's Office

Ken Grabowski,
Police Officer's Association of Michigan

Chief Michael Yankowski,
Lansing Police Department

RECOMMENDATIONS OF THE COMMISSION

Recommendation 1: Law enforcement officers should become more of a non-enforcement presence in the community and implement strategies intended to increase visibility and personal contacts. See page 47.

Recommendation 2: Law enforcement agencies should increase efforts to engage residents in one-on-one encounters and work to establish professional relationships with community members and businesses. See page 48.

Recommendation 3: Law enforcement agencies should expand interactions with youth and build on programs and strategies that reach out to local schools. See page 49.

Recommendation 4: Law enforcement agencies should take full advantage of social media to reach the communities they serve. See page 49.

Recommendation 5: Law enforcement agencies should identify and implement state and national community policing and community engagement programs that will improve and strengthen police-community relationships in their area. See page 50.

Recommendation 6: Law enforcement agencies should create a sense of "community" both within the department and within the neighborhoods they serve. See page 73.

Recommendation 7: Law enforcement administrators should create an organizational image, or brand, that reflects contemporary policing practices and recognize the attributes of modern day job seekers. See page 74.

Recommendation 8: Law Enforcement agencies should find ways to diversify its workforce. See page 75.

Recommendation 9: Law enforcement agencies should stay engaged with recruits throughout the hiring process and respond to them in a timely and efficient manner. See page 76.

Recommendation 10: Funding must be provided through the Michigan Commission on Law Enforcement Standards to assist law enforcement agencies with the cost of hiring and providing basic police training to law enforcement officer candidates from the local community. See page 77.

Recommendation 11: The Michigan Commission on Law Enforcement Standards must evaluate the Recognition of Prior Training and Experience Program (Waiver) and make the necessary modifications to reflect contemporary policing. See page 78.

Recommendation 12: The Michigan Commission on Law Enforcement Standards should update the Statewide Job Task Analysis (JTA) for the positions of police officer, law enforcement supervisor and manager, and reserve officer. See page 108.

Recommendation 13: The Michigan Commission on Law Enforcement Standards should require in-service training (continuing education) for all licensed law enforcement officers in the state and connect the requirement to continued licensure. See page 109.

Recommendation 14: The Michigan Commission on Law Enforcement Standards should require all academy instructors to satisfactorily complete a mandatory instructor school with emphases on evidence-based teaching methods and classroom facilitation skills.
See page 110.

Recommendation 15: The Michigan Commission on Law Enforcement Standards must examine the current structure of recruit training, and the mandatory basic training curriculum, so the maximum benefits of outcome-based learning can be achieved. See page 111.

Recommendation 16: Basic Academy Training Directors, with the assistance of the Michigan Commission on Law Enforcement Standards, must find ways to introduce the students to other worldviews and other beliefs systems in non-confrontational environments as part of recruit training. See page 112.

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EXECUTIVE SUMMARY

In October 2016 Governor Snyder directed the Michigan Commission on Law Enforcement Standards to undertake a study and produce a set of recommendations that address public trust and confidence in law enforcement in Michigan (Executive Directive 2016-2). See Appendix A. At its next meeting the Commission identified a structured process to conduct its inquiries and formulate a set of recommendations. It established three work groups, chaired by commissioners, to collect information, obtain input from residents across Michigan, organize and analyze the data, and formulate draft recommendations for consideration by the full Commission. The Commission also created a Process Committee to oversee the process.

Over a period of several months, the Commission conducted its work along three lines of inquiry, as directed by the Governor: community engagement, training, and recruiting. In formulating its recommendations, the Commission sought public comment and input, explored the relevant academic research, and talked to criminal justice professionals across the state about successful community engagement programs, effective recruiting practices, and research-based training methods.

First, the work groups collected commentary from residents through a series of public forums and a community member survey, which was posted online. Next, each group examined the academic research, which created a conceptual framework for merging traditional police roles with contemporary models aimed at strengthening police-community relations. Finally, agency site visits, interviews with police practitioners, and input from criminal justice professionals enabled the work groups to connect theory with practice. Taken together, these three methods provide validity and legitimacy for the Commission's final recommendations.

The Commission wishes to recognize all the hard work law enforcement officers are doing every day all across the state to help make local communities safe and secure by working with local residents. The commissioners also wish to thank Michigan residents, who took the time to participate in the public forums, respond to the survey, or offer their input through interviews and e-mail correspondence.

The recommendations contained in this report are not meant to be an indictment of law enforcement in Michigan, or a criticism of any individual community, but instead a pathway to strengthen police-community relations across the state, particularly in neighborhoods most in need. This report focuses on how law enforcement leadership, agency members, and the Commission itself can best work within the community engagement framework to provide essential services to the communities across the state, given the realities of contemporary policing. Commitment and leadership by those at the top are essential to turn the recommendations into practices and procedures.

COMMISSION RECOMMENDATIONS

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Commission Recommendations

Community Engagement Work Group

Recommendation 1: Law enforcement officers should become more of a non-enforcement presence in the community and implement strategies intended to increase visibility and personal contacts.

Commentary:

Respondents to the community member survey indicated that visibility and a law enforcement presence in their community, in non-enforcement contexts, were two of the most important ways to improve police-community relations. The academic literature in criminal justice and community policing support this idea and studies show that community interaction and engagement can lead to community trust and confidence in law enforcement. Residents tell the Commission that this seemingly small step can go a long way to strengthen the very partnerships needed to fight crime and disorder at the local level. An increased presence also means law enforcement is taking resident concerns seriously and their issues matter to them.

Recommendation 2: Law enforcement agencies should increase efforts to engage residents in one-on-one encounters and work to establish professional relationships with community members and businesses.

Commentary:

One-on-one professional relationships and personal encounters in non-criminal settings can help break down the inappropriate stereotypes and misconceptions people have of each other. Such relationships also have the potential to create a more universal understanding of the world for both residents and police officers. A casual conversation between an officer and a resident can go a long way to strengthen the ties between law enforcement and communities as well as build effective community partnerships. Race relations play a role as well. The more an officer

engages in non-confrontational encounters with minorities, other ethnicities, or marginalized individuals the better decisions he or she will make moving forward. Respondents to the survey are clear they want more one-on-one interaction and they believe these encounters may be more important and more effective in building trust than formal community policing and community engagement programs.

Recommendation 3: Law enforcement agencies should expand interactions with youth and build on programs and strategies that reach out to local schools.

Commentary:

Respondents tell the Commission that positive police encounters with youth and juveniles, particularly through school programs, are important to them. Starting relationships at an early age can have a positive influence on the direction a youth takes in his or her life and can help build trust and confidence in law enforcement in their area. School programs can improve the well-being of the larger community as well by increasing transparency through mutual respect and understanding. Officers in schools can address such topics as bullying, personal safety, drug abuse, and can even anticipate future problems and life struggles. Additionally, if agencies want to look like the communities they serve, creating positive relationships at an early age can provide a foundation for future recruiting and hiring efforts.

Recommendation 4: Law enforcement agencies should take full advantage of social media to reach the communities they serve.

Commentary:

Law enforcement agencies and administrators must recognize the importance and impact of social media as a tool to strengthen police-community relationships, increase police

accountability, and heighten transparency. Respondents to the community member survey tell the Commission that such an approach would be welcomed and efforts in this area should be increased. Social media has the potential to personalize interaction and make the necessary connections that help build partnerships in the community. The respondents tell the Commission that a department's Facebook page or Internet homepage is a place where the community and the police have an opportunity to come together. Residents can voice their concerns online and agencies, in turn, can offer crime prevention tips, provide a forum or platform for community input, advertise their department's "brand", and improve the overall perception of the agency by the residents

Recommendation 5: Law enforcement agencies should identify and implement state and national community policing and community engagement programs that will improve and strengthen police-community relationships in their area.

Commentary:

Agencies should consider and implement national and state crime prevention and community policing programs in partnership with community members. Programs designed at the federal or state level have a common curriculum and instructors are often trained to deliver the materials in a certain manner, which creates consistency in training across the state and from agency to agency. Respondents talked about the *Neighborhood Watch* program and its benefits to their community. This program has the ability to bring the police and the community together in the effort to reduce crime and address the unique problems in these neighborhoods. Respondents also talked about the DARE program and its benefits to the community. Many respondents also talked about the *Safe Routes to School* program, which is a national program intended to design safe routes to schools for children, whether walking or taking their bikes. Moreover, the

respondents highlighted the importance of procedural justice. The US Department of Justice *Fair and Impartial Policing* program is specifically designed to teach officers how implicit and unconscious thinking can affect their decision making, particularly in the areas of race and gender bias. This list of programs is by no means exhaustive, and agencies should consider other similar initiatives, but respondents clearly highlighted the popularity and effectiveness of certain state and national programs.

Recruiting Work Group

Recommendation 1: Law enforcement agencies should create a sense of "community" both within the department and within the neighborhoods they serve.

Commentary:

Law enforcement agencies, as organizations, should have a sense of purpose as supported by established practices and directives. Agency administrators should establish an institutional belief system not only through official written directives and policies but by creating a positive organizational culture as well. Respondents to the recruiting survey emphasize the importance of this concept and they want departments in their area to have those qualities. From an internal perspective, the department will operate better if officers have a sense of comradery, reflect the values of the organization, and know their input into departmental protocols will be considered and taken seriously by the administration. This can build internal trust and can help turn a job into a profession with public service at its core. Job seekers are attracted to such working environments. Equally important, police departments should find ways to enhance trust and legitimacy outside the agency as well. That is, law enforcement should establish and maintain ongoing relationships and partnerships with members of the community, which justifies both

organizational "purpose" and "practice." Based on this premise, hiring and recruiting strategies must be created with meaningful input from community members.

Recommendation 2: Law enforcement administrators should create an organizational image, or brand, that reflects contemporary policing practices and recognize the attributes of modern day job seekers.

Commentary:

Recruiting into the policing profession is more challenging than ever before. Today, agencies are in competition with the private sector, which can offer more attractive benefit and retirement packages. But law enforcement agencies, as part of the governmental structure, can offer applicants a sense of purpose and a sense of service to their community. Administrators should recognize that their organizational brand can be an effective recruiting strategy. For example, respondents to the recruiting survey say that police community relations and neighborhood partnerships are the top qualities they look for in an agency. Moreover, the respondents to the community member survey rated honesty and integrity as the two top qualities they look for in police personnel. But at the same time potential recruits themselves have more choices than ever before when seeking employment. Contemporary policing calls for unique skills and abilities, qualities such as adaptability, creativity, education, and communication, but recruiters must target a new type of job seeker in today's market. In doing so, agencies and officers should emphasize and promote the nobility of the profession and the potential for promotional growth within a fulfilling organizational culture.

Recommendation 3: Law Enforcement agencies must find ways to diversify its workforce.

Commentary:

Law enforcement agencies should be able to recruit and hire from the communities they serve. The respondents to the community member survey want their local police to come from the community and want offices to have a genuine concern for local issues and problems that are important to them. Diversity generally means that agencies should reach out to minority groups in their recruiting efforts and the racial makeup of the workforce is an important consideration. But diversity should also be conceptualized in a larger sense, moving beyond just race, and including community members with a wide variety of backgrounds, life experiences, worldviews, and social identity. Diversity can have positive effects not only in police-community relations but within the organization itself. Extensive research in the cognitive sciences demonstrates the importance of interacting with other beliefs systems in non-confrontational settings. The science also shows that better decisions emerge from wider worldviews. As such, a diversified workforce can perform more effectively in the community and establish the necessary partnerships to help make neighborhoods safe and secure. Recruiting practices should target a wide variety of perspectives and life experiences and recruiters should have a universal understanding of the meaning of workplace diversity.

Recommendation 4: Law enforcement agencies should stay engaged with recruits throughout the hiring process and respond to them in a timely and efficient manner.

Commentary:

In a perfect world police administrators would select quality personnel within an organizational framework unencumbered by existing systems and practices that may impede the hiring process. But often such practices can be oriented toward quantity rather than quality due to administrative

and bureaucratic impediments such as cumbersome personnel practices, tight budgets, and scarce resources. Recruiters must remain vigilant in their efforts to attract and hire quality candidates but administrators should create an atmosphere that enhances the overall smooth functioning of the hiring and recruiting process. Hiring strategies that are time consuming and complex can cause job seekers to lose interest in a particular agency and look elsewhere for employment. Too many shortcuts can lead to hiring the wrong candidate but agencies should look for ways to streamline the process. Moreover, recruiters should show genuine interest in potential employees and let them know that who they are matters to the organization. Time, effort, and commitment to just the right candidate can yield positive results for the long term. The idea is to increase awareness and interest and then cultivate the candidate by promoting the sense of purpose that the policing profession can bring to a candidate's life. Accordingly, the nobility of the profession should be marketed and recruiters should identify ways to sustain the interest of those who may be the best fit for their agency within that context. Recruiters must be trained to work within this dynamic.

Recommendation 5: Funding must be provided through the Michigan Commission on Law Enforcement Standards to assist law enforcement agencies with the cost of hiring and providing basic police training to law enforcement officer candidates from the local community.

Commentary:

In Michigan, the majority of individuals attending a basic law enforcement training academy are not hired as employed recruits prior to attendance at an academy session; rather they are students enrolled in police academies who pay their own tuition and expenses associated with attending the academy. This frequently results in a lack of diversity in available officer candidates. Residents around the state reported that a priority should be the recruitment of officers from the

local community. By hiring local candidates and paying for their basic police training law enforcement agencies may avail themselves of a broader pool of otherwise qualified candidates who would be unable to pay for academy tuition and expenses, or who are unable to pay for the costs of obtaining a two-year degree as required for self-enrollment into a police academy. While agencies have indicated a desire to do this and have reported great success with locally recruited candidates, the level of reimbursement currently available to agencies through the Training to Locals portion of the Secondary Road Patrol and Training Fund is inadequate to cover even the associated expenses. While the Training to Locals Fund may help agencies defray the cost of training employed recruits, at the current level of available funding reimbursements fall far short of the average academy enrollment cost of $6,398. In addition to the academy expenses, employed recruits must be paid at least minimum wage for all hours worked, which includes academy attendance. Law enforcement agencies must be provided additional funding support to recruit and train law enforcement officer candidates from the local community.

Recommendation 6: The Michigan Commission on Law Enforcement Standards must evaluate the Recognition of Prior Training and Experience Program (Waiver) and make the necessary modifications to reflect contemporary policing.

Commentary:

The Recognition of Prior Training and Experience program, also known as Waiver, is a way for previously licensed law enforcement officers, either from Michigan or other states, to re-enter the profession and become licensed. The program is also available to recruit graduates who have yet to become employed and licensed as fully empowered law enforcement officers. After recruit training, graduates have one year in which to become licensed officers, but completing

the RPTE program extends their eligibility. Given the potential for an updated job tasks analysis, and the recommendations contained in this report, some components of the RPTE program are in need of revision. The Commission should take the necessary steps to help ensure quality candidates, those who can work within the framework and context of community policing and community engagement, are selected to re-enter the profession. The Commission should also re-visit program entry requirements, training content, instructor qualifications, and other administrative issues that need attention in light of new research-based training methods.

Training Work Group

Recommendation 1: The Michigan Commission on Law Enforcement Standards should update the Statewide Job Task Analysis (JTA) for the positions of police officer, law enforcement supervisor and manager, and reserve officer.

Commentary:

The MCOLES statewide job task analysis (JTA) identifies the essential job functions of the positon of police officer in Michigan. These core tasks, in turn, provide validity and legitimacy to all medical and non-medical entry-level standards for candidates wishing to enter the policing profession in Michigan. The previous JTA was completed at the end of 2006 and the task inventory should be updated to include new responsibilities since that time, particularly in areas such as social media, modern technology, and Big Data. For example, officers increasingly respond to offenses such as identity theft and cyberbullying and the update will provide an examination of the changes to the position that have taken place over the previous ten years. In addition, the Commission now has the statutory authority to establish standards for reserve officers in Michigan. As with licensed law enforcement officers the essential job functions of reserve officers must first be identified before standards are designed, implemented, and

eventually become a statewide mandate. The Commission should also include essential job functions for the positions of law enforcement administrators and first-line supervisors since their responsibilities differ significantly from the line officer. The Commission's fiscal year 2018 budget has funding included to conduct a new JTA. The structure and goals of this JTA have already been addressed.

Recommendation 2: The Michigan Commission on Law Enforcement Standards should require in-service training (continuing education) for all licensed law enforcement officers in the state and connect the requirement to continued licensure.

Commentary:

Michigan is one of only six states in the nation that does not require mandatory in-service training for active-duty law enforcement officers. Given the responses to the survey calling for additional training and considering the research on judgment and decision making, the Commission should begin a process to bring about an in-service training requirement in Michigan, which should be tied to continued licensure as a law enforcement officer. For example, officers should understand the extent to which implicit and unconscious thinking can affect behavior and decision making on the job, particularly during police-minority encounters. Police officers make important decisions every day and if they want to perform better they must recognize the factors that influence their judgment and reasoning. Mandatory in-service training should also include high-risk areas of policing as well, including officer safety, subject control, emergency vehicle operations, firearms, and the response to those with mental disorders. This effort is dependent upon adequate funding to local law enforcement agencies for in-service training.

Recommendation 3: The Michigan Commission on Law Enforcement Standards should require all academy instructors to satisfactorily complete a mandatory instructor school with emphases on evidence-based teaching methods and classroom facilitation skills.

Commentary:

Currently the Commission does not require instructor certification for those who teach in the basic recruit academies, although there are minimal requirements for those who are the primary instructors of skills such as firearms, subject control, and emergency vehicle operations. Most instructors possess the requisite expertise, experience, and content knowledge in their topic, but the quality of training is only as good as those who actually conduct the training in a learning environment. Instructors must be well grounded in the principles of outcome-based learning and be familiar with the latest evidence in the psychological sciences regarding decision making and judgment and their connection to learning and training. Police work ultimately comes down to one-on-one interactions between officers and residents and the quality of those encounters often determines the nature and extent of the relationship between the police and the communities they serve. Instructors need the necessary facilitation skills to be effective and to create the desired behavioral outcomes officers need to perform well on the job.

Recommendation 4: The Michigan Commission on Law Enforcement Standards must examine the current structure of recruit training, and the mandatory basic training curriculum, so the maximum benefits of outcome-based learning can be achieved.

Commentary

Basic academy training directors, and their instructional cadre, must have ample opportunity to implement dynamic and interactive training in the classroom and must be able to realize scenario-based training and outcome-based learning as ultimate goals. Moreover, the Commission must assure the training administered at the recruit level actually matches the

realities of working the street. Mechanical skills and basic knowledge must continue to be taught but by the conclusion of training the recruits must have the proper mindset to perform at an effective level as they enter field training. Students must understand how decisions on the street may differ from contrived scenarios in the academy and recognize how their judgment and reasoning can be affected by influences such as implicit bias and unconscious thinking. The science demonstrates that better decisions emerge from wider worldviews and both trainers and student must understand this dynamic. They must also understand the importance of interpreting their experiences on the job by obtaining feedback through self-assessment, input from colleagues and supervisors, and through law enforcement training so the right decisions can be made for the right reasons. The Commission can help in this regard by ensuring the structure of the academy is such that this perspective on training can become a reality. Pilot testing of some curriculum areas has already begun. Results will be evaluated and implementation can then begin.

Recommendation 5: Basic Academy Training Directors, with the assistance of the Michigan Commission on Law Enforcement Standards, must find ways to introduce the students to other worldviews and other belief systems in non-confrontational environments as part of recruit training.

Commentary:

The latest findings in the psychological sciences indicate that one's view of the world can become more universal through positive contacts with other belief systems and other cultures. This contact must occur in an environment where a true exchange of views can take place. This is one way to avoid the pitfalls of faulty intuition, which often leads to inappropriate stereotyping and bias. Recruits are trained in a rather closed environment during their basic academy experience and often do not have an opportunity to interact with those with diverse belief

systems. Both the Commission staff and the training directors must work together to enable students to interact with the public through assignments, projects, practical exercises, or just casual conversation to help widen worldview, which helps avoid potential unconscious biases that creep into decision making and judgment. Such an approach is not a cure-all, of course, but efforts should be made to increase community outreach efforts during the initial stages of training and education for law enforcement. Work on this recommendation will begin with meetings to be held with basic academy directors on May 9-10, 2017.

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CHAPTER ONE

THE COMMISSION PROCESS

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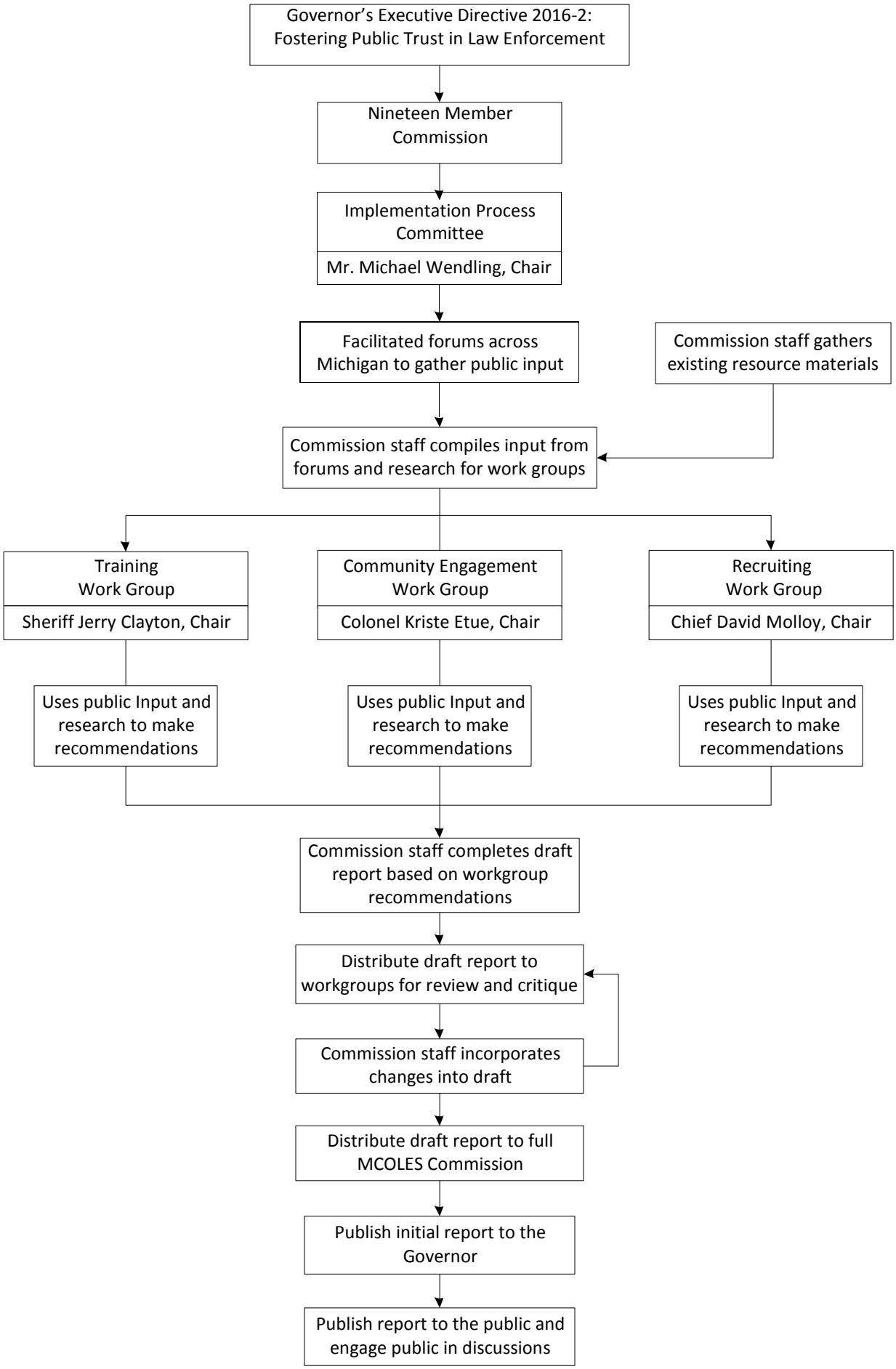
Chapter 1
The Commission Process

Introduction

On October 4, 2016 Governor Snyder issued Executive Directive No. 2016-2. The Directive instructed the Michigan Commission on Law Enforcement Standards (hereinafter the Commission) to "undertake a study and produce…..a public report addressing the topic of fostering public trust in law enforcement." The Commission conducted its investigations over a period of several months. It gathered input from Michigan residents all across the state, talked with law enforcement professionals, and explored the latest academic research. The Commission ultimately developed a set of recommendations that address how residents and the police can best work together not only to strengthen trust and legitimacy but also to make communities safe and secure. The recommendations are not intended to be a reactive response to a specific event or police-resident encounter but primarily a set of guiding principles for both law enforcement and the Commission as they shape policy, strengthen community partnerships, and develop community policing practices moving forward. The Commission began its work in November 2016 and finalized their recommendations in April 2017.

The Commission identified a structured process to conduct its research and comply with the intent and context of the Directive. The commissioners first formed a Process Committee, which provided project oversight, and then established three work groups that were tasked to gather information, analyze the data, and draft a set of recommendations. Process is important as it brings validity and legitimacy to project outcomes. See the flowchart on the following page.

Figure 1.1- Commission Process



Over a period of several months the work group members reviewed thousands of comments from Michigan residents, considered written testimony from public and private organizations, explored the academic research, and facilitated five public forums in geographic regions across the state.

The Commission conducted its study within the context of the nationwide debates over race and policing. According to the Directive, "Recent national events involving the use of lethal force by police officers and attacks against police officers by members of the public have strained the relationship between law enforcement and the public." Across the nation a number of fatal encounters between young African-American men and the police, as inherently tragic as they are, have only increased the level of mistrust between some police agencies and the communities they serve. The recommendations in this report provide direction to strengthen police-community relations and enhance the legitimacy of law enforcement in Michigan. The criminal justice system functions best when the police and residents have a relationship based on mutual trust and shared values.

Background

According to a recent Gallup poll (2016) overall public support of the police remains relatively high, with a slight increase from 2015 to 2016.[1] Despite this overall endorsement the same polls show that mistrust of the police by non-whites is on the rise.[2] The results of the Commission's community member survey also show general satisfaction with the police in Michigan, although there were differences between White and Non-White responses.[3] But residents also remind the commissioners that work still needs to be done and they suggest ways to help strengthen police-community partnerships from the local perspective. In Michigan the crime rate has been cut almost in half since the mid-1990s,[4] which reflects

national statistics, but at the same time some communities, particularly disadvantaged areas and marginalize groups, have less confidence in their police than ever before. Michigan residents tell the Commission they have significant local issues and they want their concerns to be taken seriously.

As the Commission conducted its inquiries it learned about a range of community policing programs that are working effectively all across the state not only to address local crime and disorder but to nurture public trust as well. Police officers risk their lives every day to help make communities safe and secure. They understand the *purpose* of policing as well as the *practice* of policing and the majority of them have a strong commitment to public service and personal integrity. Moreover, the overwhelming majority of police-resident encounters are resolved every day without incident or escalation. Despite the challenges of contemporary policing, law enforcement officers typically make sound decisions and most are not overly aggressive in their dealings with the public. Even in high crime areas officers understand that most residents are not criminals and they recognize the need for working partnerships with community members.

The Commission also recognizes that the police and residents themselves are not responsible for much of the socioeconomic breakdown experienced in some communities. Those in criminal justice have known for a long time that underlying social issues such as poor housing, unemployment, and lack of resources can lead to criminal behavior but yet the police are called upon to resolve the very problems that arise from these realities. These are challenging times for law enforcement and, as residents themselves tell the Commission, strong community ties are needed now perhaps more than ever before.

Both the Commission and law enforcement in Michigan continue to look for ways to improve relationships with residents particularly in neighborhoods where public trust in the police has broken down. This work will continue even after the recommendations are submitted to the Governor. But community engagement itself is a two-way street. Residents must not think of the police as their private army to do their bidding or redress their personal grievances. They must have a sense of the police culture and understand why certain responses occur in certain circumstances and they must find ways to assist residents in obtaining this understanding. Communities must recognize that officers are legally responsible to ensure procedural and constitutional justice for all residents, not just a few.

Residents overwhelmingly support community engagement with the police in their area. Therefore, the Commission's recommendations are intended to be a pathway to strengthen police-community relations across the state, particularly in communities most in need. The overall goal is to make communities safe and secure by strengthening working partnerships between residents and law enforcement. The challenge for the Commission, and the focus of this report, is to determine how best to prepare officers and agencies to work within the community engagement framework but at the same time continue to perform the essential job functions of the profession as it exists today.

Community Outreach

The Commission used a number of methods to hear from community members. As an initial step, they scheduled five public forums to give local residents an opportunity to voice their ideas, make comments, and share their thoughts about police-community relations. The forums were live events and they were held in specific areas of the state to ensure those in diverse communities could freely voice their opinions. Next, in order to reach the larger

population in Michigan the work groups created an online community survey so residents could submit their ideas directly to the Commission. See Appendix B. Most respondents commented about improvements that could be made but many shared success stories as well.

The Directive charged the Commission to emphasize "public comment and participation" as it conducted its study. To reach all parts of the state and to be as inclusive as possible the Commission relied on several methods to collect public commentary, which included:

- an online community member survey;
- regional public forums;
- written testimony from professionals; and
- informal discussions with public and private groups.

The Commission and the work groups promoted and advertised the survey all across the state. They created a one-page flyer that briefly outlined the project, provided instructions, and explained how the survey responses would be used. The flyer, which appears in English, Spanish, and Arabic, included the internet link (URL) and a quick-response bar code (QR) for easy access. See Appendix G. The Commission staff also established links to the survey from the Commission's website and its Facebook page. Distribution methods included:

- press releases and public service announcements (Appendices F-1, F-2, F-3);
- contacts with public and non-profit organizations;
- site visits and participation at regional meetings (Appendix H);
- distributions through the Governor's Office of Urban Initiatives;
- advertisement and marketing by work group members;
- electronic "blasts" to field by the Commission staff;
- contacts with grassroots organizations, community organizers, and leaders; and
- distribution through the Department of Civil Rights (Advocates and Leaders for Police and Community Trust—ALPACT)

The Commission staff also thought of innovative ways to advertise the project and provide opportunities for as many residents as possible to make their voices heard. The Commission's field representatives attended local and regional meetings, particularly academy advisory group meetings, to talk about the study and obtain input from the attendees. On several

occasions the staff also contacted all the academy training directors and asked for their help to advertise the project. Individual work group members, Commission staff, and commissioners attended numerous meetings throughout the state as the project gained traction and information began to come in. The Commission's Executive Director and the Deputy Executive Director attended professional meetings such as those sponsored by the Michigan Association of Chiefs of Police and the Michigan Sheriff's Association, and talked about the project.

Commission staff members also assisted at the public forums, talked with grass roots organizations, and solicited help from work group members who had relevant connections in local communities. For example, one staff member contacted the Macomb Community Action group and worked through the Head Start program to obtain completed surveys while another made contact with educators, who used the survey as the basis for class discussions prior to having their students complete the online responses. Another staff member contacted Meals on Wheels so the Commission could hear from the homebound and another worked with representatives of the society of St. Vincent DePaul to make the survey available in thrift stores in both the upper and lower peninsulas. A staff member also reached out to various faith-based organizations. The staffs of the Department of Civil Rights and Urban Initiatives provided valuable assistance as well.

The Investigative Process

Three commission members volunteered to chair each work group. The groups were diverse and the participants represented law enforcement, academics, professional organizations, and the general public. The Process Committee assigned each group a separate line of investigation as outlined in the Executive Directive, which included: a) community

engagement, b) recruiting, and c) training. Although each group had specific assignments they freely shared information with the other work groups as the study progressed. For instance, the ideas generated at the public forums provided important context as the *Training* work group explored the research in criminal justice and cognitive psychology. The final recommendations represented a consensus of all three groups.

The work groups also explored the academic literature in criminal justice and the cognitive sciences but narrowed its focus to research-based training requirements in procedural justice, community engagement, and unbiased policing, as required by the Directive. Given the extensive research in this area the Commission wanted to take full advantage of the latest studies.

Each group had four overall assignments:

- generate ideas from group members;
- organize and evaluate resident input and commentary;
- consider evidence-based research; and
- formulate recommendations for the Commission's consideration.

The *Process Committee* functioned as the central point of contact for the work groups and operated as the Commission's liaison with the Office of Urban Initiatives (OUI). The Advocates and Leaders for Police and Community Trust (ALPACT), which is part of the Michigan Department of Civil Rights (MDCR), assisted the Process Committee as well. ALPACT includes members and leaders of local communities who are concerned with issues related to police-community relations and procedural justice. Although ALPACT started in Detroit there are now chapters located throughout the state, which helped the Commission in its outreach efforts. During the data collection phase the Process Committee submitted progress reports on a periodic basis to OUI. The Process Committee also worked with both the ALPACTs and the MDCR to schedule the public forums across the state. See Chapter 2 of this report.

The Directive instructed the Commission to "consider and address best practices for law enforcement agencies in Michigan" regarding community trust by gathering and evaluating public comment. The *Community Engagement* work group took the lead on this part of the Directive. They organized and evaluated the responses to the community member survey and reached consensus as to their meaning. As part of their assessment they first evaluated the responses to the open-ended questions in order to identify trends and patterns in the comments, and then considered the frequency distributions of the categorical data to obtain greater detail. They also discussed ideas regarding effective community policing initiatives and highlighted successful prototype programs already in place. Finally, they considered the latest research in community policing to determine how the science connected to what the residents were saying. Chapter 3 of this report discusses the activities of the Community Engagement work group.

The *Recruiting* work group met and exchanged ideas regarding best professional recruiting practices and talked about the challenges agencies face when hiring candidates in today's working environment. The group also created an online student questionnaire to investigate the factors that make the law enforcement profession attractive to millennials. The members considered the academic research and looked at various federal reports about what would attract potential candidates into the profession. Funding was seen as a primary challenge for recruiting and retaining qualified candidates, especially if hiring from local communities. Details appear in Chapter 4 of this report.

The Executive Directive also told the Commission to "consider and address evidence-based or research-based training requirements" in specific areas of inquiry, including implicit bias, de-escalation, and interactions with those with mental health issues. The *Training* work

group conducted this research and provided the Commission and the other groups with a summary of their findings and conclusions. The members paid special attention to the latest scientific evidence in the cognitive sciences regarding judgment and reasoning. Experts say the unconscious mind strongly influences behavior and decision making, particularly as they relate to issues such as communication, use of force, and procedural justice (fairness, impartiality, transparency, and legitimacy). This group welcomed the opportunity to explore this research in greater depth. See Chapter 5 for a detailed discussion of the latest scientific findings and their relevance to police training and see Chapter 6 for the next steps.

Discussion

Over the months of its investigation the Commission collected a vast amount of data, both in paper and electronic formats, which are archived at the MCOLES offices in Lansing. The Commission staff considered all the information for this report, including input from residents, research findings, and recommendations from law enforcement agencies and administrators across the state. The data are in a format so researchers, or others, can replicate the analyses or conduct further exploratory studies. The files include the raw qualitative and quantitative variables, information obtained through site visits and interviews, responses to the online surveys, and brainstormed ideas from the work groups. The archives also contain a comprehensive list of meetings, seminars, professional gatherings, and conferences attended by the Executive Director, the Deputy Executive Director, the Commission staff, and several work group members over the course of this study.

Finally, unlike many other state or federal task force reports, the Commission has the statutory authority to implement several of the recommendations contained in this report. The commissioners have submitted the written report to the Governor's office but their work is by

no means done. The Commission staff will continue to evaluate the data collected during the course of this study and will continue to formulate and refine specific implementation strategies moving forward. Some of the recommendations have a direct connection to what the Commission staff does on a day-to-day basis while others will require buy-in by law enforcement agencies and administrators all across Michigan, regardless of agency size or type. But by working in partnership with those in the field, the recommendations, viewed as professional best practices, can have a meaningful impact.

The Current Landscape

According to statistics from the United States Census Bureau the estimated population for Michigan as of July 2015 is just under 10 million people.[5] Approximately 75 percent of the population identifies as White, just over 14 percent identify as African-American, and 5 percent are Hispanic or Latino.[6] Detroit is the largest city in Michigan with a population of just over 706,000 persons. Statistics from the Michigan Department of Health and Human Services show that the Detroit Metropolitan Area has one of the largest Arab-American communities in the United States. Michigan's median annual household income is $49,087.00 and most residents are high school graduates or higher (89%).[7] There are 83 counties in the state. The two most populated counties in Michigan are Wayne County and Oakland County—both are located in the southeast portion of the state.

According to statistical data maintained by the Commission, as of April 1, 2017 there were 586 law enforcement agencies in Michigan that employed 18,499 licensed officers. Eighty percent of the agencies employ 1-29 officers and 17 percent employ 30-99 officers—a very small fraction employ 100 officers or more. The Detroit Police Department is the largest agency with over 2,300 officers followed by the Michigan State Police with just under 1,600

officers. Over 60 percent of the officers are assigned to patrol work in either urban or suburban areas of the state. According to the most recent job task analysis (JTA), 41 percent of the patrol officers are between the ages of 40 and 49, 88 percent are male, and 75 percent have some undergraduate college education.[8]

Over the past decade law enforcement in Michigan, as is the case in many other states, has experienced a downward trend in employment. Between 2001 and 2017 Michigan saw a net loss of almost 4,000 officers.[9] Agencies are increasingly finding it difficult to attract and hire qualified candidates and are in tight competition with other professions and the private sector.

The Commission is an autonomous agency that is required by statute to establish minimum medical and non-medical qualifications for those entering the law enforcement profession. This independence is important because it allows the Commission to conduct its legislative charge without bending to specific political agendas.[10] All entry requirements for licensing, including successful completion of a basic recruit academy and passing a state licensing examination, are based on the essential job functions of the police officer position in Michigan. There are 20 approved basic training academies statewide, most of which are attached to a community college or university, and on average the Commission licenses over 725 candidates per year.[11]

Job Task Analysis

The essential job functions of a police officer have been identified by a statewide job task analysis (JTA).[12] Those entering the profession in Michigan must meet specific entry criteria and must attain core knowledge, skills, and abilities through recruit training. The JTA is a comprehensive questionnaire that identifies the core job tasks and the underlying behavioral characteristics needed to function as a competent police officer. The JTA provides the

necessary validity and legitimacy of the Commission's medical and non-medical standards. The most recent JTA (2006) contained an inventory of over 459 sample job tasks. The Commission sent the task inventory to a stratified random sample of line officers (n = 3,231) and agency supervisors (n = 706) so they could rate the tasks as to frequency and importance. The JTA used probability sampling, which allowed the Commission to generalize the findings to all officers across the state. The line officers rated how often they performed each task on a scale of 1 to 5 (1=low frequency) and the supervisors rated the importance of each task on a 1-5 scale (1=low criticality). The 2006 JTA identified 339 job tasks as essential. See Table 1.1 for a break-down of the curriculum functional areas.

Table 1.1
Curriculum Functional Areas

Functional Area	Min. Hours	Percent
Administrative Time	31	5.2
Investigations (Legal Matters)	115	19.3
Patrol Procedures	65	11.0
Detention and Prosecution	15	2.6
Police Skills (Firearms, EVO, etc.)	265	44.6
Traffic	70	11.8
Special Operations	33	5.5
Total	594	100

Over the years the Commission conducted three job task analyses (1979, 1996, & 2006). Although an updated version is anticipated for the immediate future, the JTAs consistently show that the core responsibilities of the police officer position change very little. Officers respond to criminal activity, make arrests, testify in court, engage with the public, respond to traffic crashes, and so on. Yet technology continues to evolve and the JTA is in need of an update.

Endnotes

[1] Gallup Poll 2016; US confidence in police. http://www.gallup.com/poll/192701/confidence-police-recovers-last-year-low.aspx

[2] http://www.gallup.com/poll/192701/confidence-police-recovers-last-year-low.aspx

[3] Michigan Commission on Law Enforcement Standards—Community Member Survey.

[4] United States Department of Justice—Federal Bureau of Investigation—Uniform Crime Reports. https://ucr.fbi.gov/ucr.

[5] United States Census Bureau www.census.gov/en.html.

[6] Ibid.

[7] Ibid.

[8] MCOLES Information and Tracking Network (MITN).

[9] Ibid.

[10] Michigan Compiled Laws 28.609 et seq.

[11] MCOLES Annual Report 2015. www.michigan.gov/mcoles

[12] Michigan Commission on Law Enforcement Standards (MCOLES) & Performance Based Selection, Ltd. (2006). *Statewide job task analysis of the patrol officer position.* Unpublished report. www.michigan.gov/mcoles

CHAPTER TWO

PUBLIC FORUMS

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Chapter 2
Public Forums

Introduction

The members of the Process Committee, working in conjunction with the Office of Urban Initiatives and various chapters of Advocates and Leaders for Police and Community Trust (ALPACT), scheduled five public forums across the state. They targeted specific areas so the Commission could learn first-hand about the level of trust and confidence residents have in the police in their communities. The forums were casual and free flowing and the format provided residents an opportunity to share their thoughts about police-community relations in a live setting. A professional facilitator ran each session and made sure the participants were focused and the discussions remained relevant to the topic of public trust and confidence in law enforcement in their area. The facilitator listened respectfully to the comments and compiled a list of statements from those in attendance. The facilitator did not debate issues, or attempt to solve problems, and reminded the participants that the public forum was not intended to redress specific grievances or for one person to dominate the conversations. Table 2.1 displays the dates and locations of the sessions.

Table 2.1
Forum Schedule

Date	Location	Attendance
1/18/17	Benton Harbor	29
2/18/17	Detroit (WCCC)	105
2/23/17	Flint	24
2/27/17	Marquette	31
3/16/17	Grand Rapids	15
Total		204

At the beginning of each forum the facilitator discussed the Governor's Directive, the purpose of the meeting, and how the session would proceed. Everyone had a chance to comment and those in attendance were not identified by name. At the Detroit forum, held at Wayne County Community College (WCCC), the residents voiced their opinions one at a time while at the other forums they participated in break-out groups and then shared their ideas with the full group. At the conclusion of the meetings, the facilitator talked about the community member survey and distributed paper copies and the online link so the attendees had an opportunity to respond to the questionnaire as well.

The forum at WCCC included participants from Detroit, Southfield, and Oak Park and the audience consisted almost exclusively of 13-18 year old African-American males. There were approximately 75 youth participants, accompanied by about 30 adults, and they talked about public trust and confidence in the police but also about recruiting minority community members into the law enforcement profession.

To ensure the discussions remained on point at each forum, the facilitator asked that all comments naturally flow from the following focus prompt:

> ***What steps can be taken to strengthen public trust and confidence in the police in your area?***

As the sessions progressed table facilitators recorded the ideas and comments on a flip chart and a Commission staff member attended to ensure so all comments were captured as each group reported out to the room. In addition, 3x5 cards were available for those who wanted to submit comments in writing rather than speak publicly.

At each meeting, the rules of creative brainstorming applied. That is, everyone had an opportunity to share their ideas and no comment was rejected out of hand. Everyone spoke openly and no "soap-boxing" was allowed. The comments remained on point but some

required follow-up questioning to clarify ideas and to better understand the true substance of the remarks. Moreover, the facilitator reminded the participants that their comments had merit and would be taken seriously, although an idea shared by a single resident would not automatically be considered the same as a "group consensus." Community members have unique issues and their concerns are based on life experiences and personal perspectives, which are not the same for everyone.

Many residents talked about more visibility in their neighborhoods and more one-on-one interaction between themselves and the police. Some residents wanted agencies to continue formal programs (e.g., DARE) and for their local police to attend local meetings and other community events in order to interact with residents. Others wanted officers to show more respect to them and some talked about law enforcement training in de-escalation techniques, particularly when responding to those with mental disorders. And still others wanted officers to have more training in diversity so they could interact more effectively with marginalized groups (e.g., LGBTQ). Residents emphasized honesty and transparency and some wanted officers to listen to them more. In general, residents want officers to communicate more effectively and interact with them more often, but at the same time uphold procedural justice and constitutional principles.

At the conclusion of each forum the staff compiled a list of the brainstormed ideas generated by the residents. The Commission staff also collected the written surveys and completed a summary sheet that contained their general impressions, overall thoughts about the sessions, and personal insights about the substance and quality of the meeting.

Organizing Statements

Shortly after the last scheduled forum at Grand Rapids the Commission staff compiled one list of 249 comments as generated by the participants at all the meetings. They clarified the statements, eliminated duplicate statements, and ensured each reflected a single idea. The staff took care not to change the substance of the comments and made sure they retained nuanced variations of similar ideas. The modifications were kept to a minimum but were necessary so a well-defined list of statements could be used for assessment and analyses. The staff assigned a number to each statement and eventually compiled a manageable list of 87 comments so they could be organized and evaluated.

Organizing ideas is an important component of any research study. To obtain a deeper understanding of the participant comments, the staff invited volunteers from the three Commission work groups, and other professionals, to participate in a workshop so the brainstormed statements could be organized and rated using a structured method. The workshop participants represented law enforcement, police training, risk management, and the Commission staff. Several commissioners participated as well. Whereas the Community Engagement work group considered thousands of comments from the community member survey, and duplicate comments were important in their analyses, the approach here was to take seemingly unrelated ideas and organize them into meaningful groupings.

At the workshop, the staff asked the participants to individually sort each open-ended statement into major groups or categories that made sense to them. There was no right or wrong way to organize the information and the participants performed this task from their own personal and professional perspectives, regardless if they agreed or disagreed with the statement. They also suggested a title for each of their groupings. Next, the participants rated

each statement as to the amount of agency resources (staff, time, training, funding, etc.) that would be needed to implement the statement (idea). They rated each on a scale of 1-5, where 1=*none at all* and 5=*a great deal*. Table 2.2 displays the major categories and the associated ratings.

Table 2.2
Statements per Group

Group		Statement	Resource Rating
1. Visibility			**2.49**
	1.	Be more visible in the community.	2.67
	2.	Educate the public on police procedures of enforcement.	2.83
	3.	More personal interaction with the elderly.	2.50
	11.	Officers should be involved in the community more, speak, and get out of the car.	1.89
	13.	More conversations with 17-21 age group.	2.33
	22.	Establish stronger connections between police and community.	2.78
	31.	Encourage citizens to take responsibility for their own communities.	2.50
	60.	Talk to people more.	1.44
	78.	The police should build relationships before crises occur.	2.78
	85.	Build trust through interaction with the public.	2.22
	86.	Focus on the immediate needs of the community--things that are important to them.	2.22
	87.	More officers should be on patrol and out and about in the neighborhood.	3.67
2. Community Outreach			**3.02**
	7.	More community programs like DARE, Neighborhood Watch, and Shop with a Cop.	4.39
	9.	Community appreciation events should be held for officers.	2.33
	16.	Police should be in elementary schools to talk and listen.	3.17
	21.	Educate community on how they should deal with the police.	2.83
	23.	Communication with public is essential.	2.22
	33.	There should be timely and effective responses to calls for service.	3.50
	35.	Create a citizen's police academy.	4.33
	36.	Law enforcement should partner with faith-based organizations.	2.72
	39.	More social police-community programs like town halls, meetings, and parades.	3.33
	41.	Community training on why police operate as they do.	3.39

	44.	Rotate staff so more officers become known by community members.	3.11
	46.	Officers should get more involved with youth.	2.56
	52.	Increase contacts with non-professional organizations.	2.56
	55.	Build trust through two-way communication.	1.83
	68.	Community policing goes both ways--the community and the police.	2.61
	81.	There should be more time to patrol the streets.	3.39
3. Diversity			**2.64**
	4.	Honesty is the most important trait an officer can have.	1.83
	5.	Officers shouldn't confuse fear as aggression when encountering minorities.	2.72
	12.	How can body cams be used?	3.89
	20.	Officers should be honest and have integrity.	1.44
	25.	There should be more bilingual officers.	3.89
	27.	Officers should have cultural diversity training.	3.56
	45.	Officers should be role models both on and off duty.	1.50
	54.	Treat all people as you would like to be treated--especially African Americans.	1.67
	58.	Some officers make bad decisions because of racism.	2.78
	66.	Officers should understand different cultures.	3.22
	82.	Officers should treat people of color better.	2.50
4. Recruiting			**3.15**
	15.	There should be more diversity in the ranks.	3.67
	26.	There should be more diversity in law enforcement population.	3.72
	40.	Increase state revenue sharing to fund more programs in community.	4.28
	43.	Police agencies should work together better and cooperate with each other more.	2.39
	51.	Recruit from disciplines other than just criminal justice.	3.17
	56.	Start a dialog with community members on recruiting.	2.56
	65.	There should be more hiring from the community.	3.11
	73.	Officers must be held accountable for their actions.	1.78
	76.	A bi-partisan group should investigate law enforcement.	3.50
	79.	There should be higher standards for recruiting.	3.33
5. Media			**2.59**
	6.	Communication--discuss specific facts going on in society.	2.39
	24.	Problem of "fake news" against the police creates distrust.	2.44
	30.	Officers should provide information to public.	2.56
	32.	Provide crime hot-spots information to the public.	2.67
	38.	Increase social media presence for information and transparency.	2.67
	47.	Use media to follow-up with officers or use a media spokesperson.	2.78
	48.	Include a law enforcement page in newspapers for updates.	2.72
	49.	Make law enforcement goals more publicly known.	2.28
	75.	Negative media coverage affects policing in local areas.	2.83

6. Training			**3.54**
	8.	Officers should learn more about the law.	2.83
	10.	More training for officers to deal with those with mental illnesses.	3.72
	14.	Need training in conscious and unconscious bias.	3.78
	34.	Training to improve customer service skills.	3.56
	37.	Officers should be trained to interpret behavior during citizen encounters.	3.72
	42.	Crisis intervention training to handle mentally ill.	4.06
	57.	Training is needed for officers on human feelings.	3.39
	61.	Train not to "shoot first" and understand rules of engagement.	2.83
	72.	Officers should have training in trauma and stress.	3.33
	80.	There should be continuing training for officers after the academy.	4.06
	83.	Officers should receive sensitivity training.	3.67
7. Police Interaction			**2.33**
	17.	Officers should speak out when one of their own is engaged in wrongdoing.	2.06
	59.	There is fear in the African American community of the police.	2.89
	67.	Citizens don't seem to be a priority for police.	2.11
	69.	Better transparency in the type of training officers receive.	2.67
	70.	Officers do not often explain what they are doing (arrest, bail, etc.).	1.50
	74.	There should be a positive police culture.	2.72
	77.	Officers should not be influenced by political leaders in community.	2.39
8. Behaviors			**2.03**
	18.	Officers should give everyone an equal chance.	1.67
	19.	Be respectful in dealings with citizens.	1.50
	28.	Officers should not be intimidating and be more approachable.	1.94
	29.	Officers need to be able to diffuse situations.	2.67
	50.	Attitude is important--be professional.	1.83
	53.	Officers are not friendly or personable enough.	1.89
	62.	An officer's beliefs determine his or her actions.	2.50
	63.	Officers do not understand the emotional state of those they encounter.	3.17
	64.	Be respectful of each other's opinions--consider other points of view.	1.78
	71.	Officers must respect the people they serve.	1.61
	84.	Don't judge people before getting to know them.	1.78

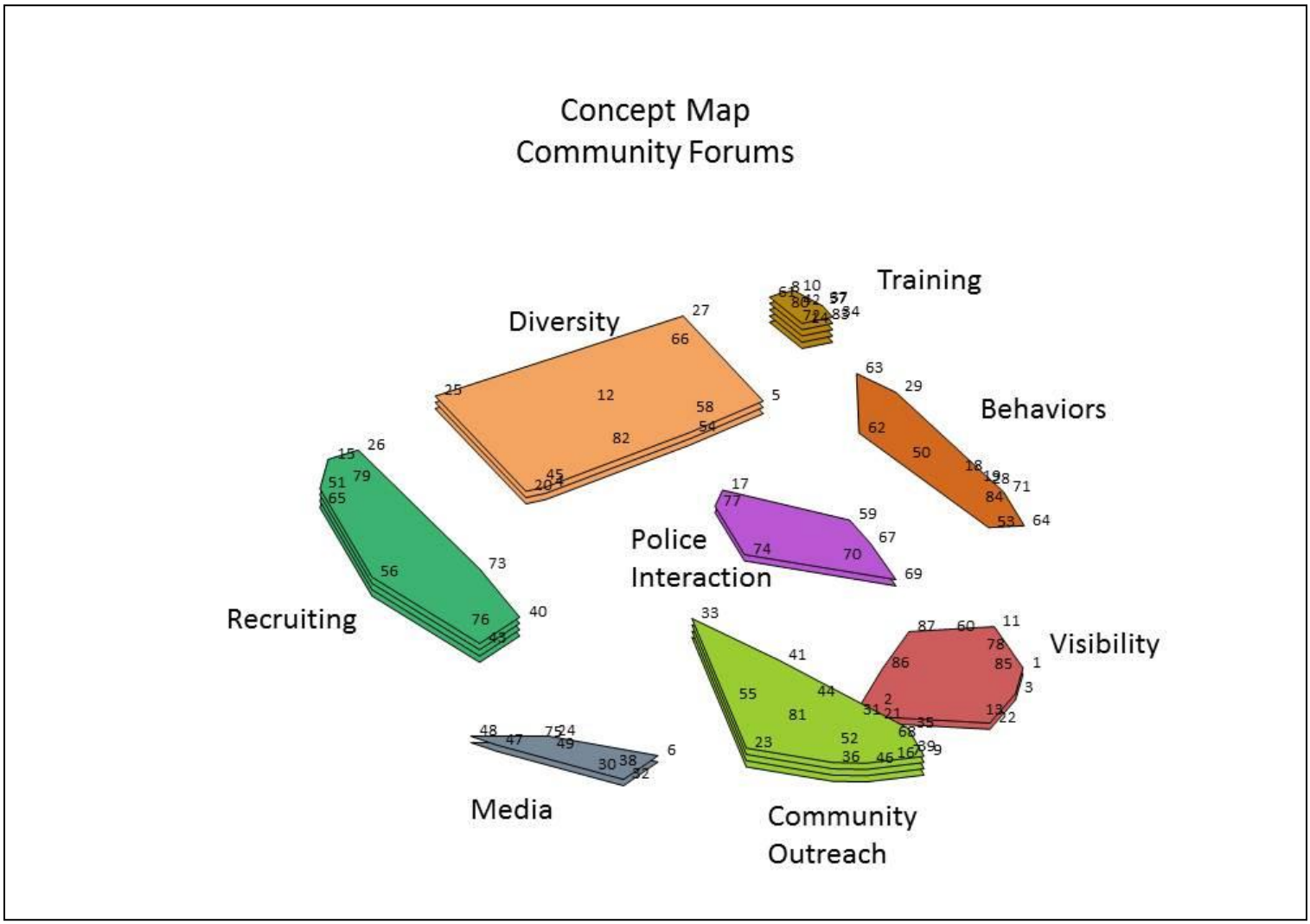
At the public forums residents shared quality ideas about fostering public trust in law enforcement in their communities, but implementing such ideas can often be a challenge. At one forum a participant asked for more patrol in his neighborhood. Another resident talked about appointing special prosecutors for certain investigations. Both ideas have merit but most law enforcement agencies are limited in their ability to implement certain programs due to their own limited resources or those of other components of the criminal justice system. It's not from a lack of desire or interest but agencies must deal with the practicalities of real life. Understandably, a department's ability to implement an idea is dependent on the size of the organization, the nature of local needs, workforce levels, funding, and other practical realities.

A Visual Representation

The Commission staff also created a picture, or snapshot, of the statements recorded at the public forums.[1] Looking at this *concept map* reveals rather quickly what residents are telling the Commission. The visual is a two-dimensional display of the rating and sorting conducted by the workshop team. See Figure 1.1. Each major group of resident statements appears as an enclosure on the map. The titles are the most representative of the statements contained in each category, although not all statements fit precisely into a single group. The Commission staff has successfully used concept mapping for projects in the past.[2]

The height of each group on the map denotes the amount of agency resources needed to implement the ideas—the higher levels indicate more resources are needed in relation to the other groups (note training and recruiting). The higher levels do <u>not</u> indicate "importance." The map essentially uses the information in Table 2.2 and displays it in such a way that anyone can understand what residents are saying with one quick glance.

Figure 1.1
A Graphic Display of Statements



Height=amount of agency resources; Numerals=statements; Labels=group name

The map was created using sophisticated statistical techniques[3] (multidimensional scaling[4] cluster analyses[5]) and its interpretation can be used in a wide variety of applications. For example, the Commission used the map as the basis for creating a resident and agency measurement instrument, as detailed in Chapter 6 of this report. Researchers, or others, who are interested in a more detailed interpretation of this display, and the statistical formulas used to create the map, are directed to Appendix I of this report.

Endnotes

[1] Kane, M & Trochim, W. (2007). *Concept mapping for planning and evaluation*. Thousand Oaks, CA, USA: Sage Publications.

[2] Carlson, W. (2010). Using concept mapping to develop a law enforcement emergency driving curriculum. *Law Enforcement Executive Forum, 11*, No. 1, 1-18.

[3] The software used in this project was originally developed by Dr. William Trochim, former professor at Cornell University. He is a co-founder of Concept Systems, Inc., along with Mary Kane, M.S. who is the president and principal consultant of the company. The Concept System software is proprietary and information regarding it may be obtained by contacting Concept Systems, Inc., of Ithaca, New York. http://www.conceptsystems.com/home

[4] Davison, M.L. (1983). *Multidimensional scaling.* New York: John Wiley and Sons.

[5] Everitt, B. (1980). *Cluster analysis*. 2nd Edition, New York: Halstead Press, A Division of John Wiley and Sons.

CHAPTER THREE

COMMUNITY ENGAGEMENT

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Chapter 3
Community Engagement

Introduction

The Community Engagement work group investigated "non-enforcement community engagement efforts" intended to reduce crime, improve police-resident partnerships, and enhance the legitimacy of law enforcement in local communities. This chapter focuses on a central question "What are residents across the state telling the Commission about police-community relations in their area?" and in what regard can improvements be made. Toward that end the work group took the lead on organizing the responses to the community member survey and to evaluate and assess the large amount of incoming information. What the group learned from the survey comments, combined with the academic research regarding community policing and community engagement, formed the basis for their recommendations to the Commission.

During their initial meetings the group identified issues related to the Governor's Directive and discussed ways they could best organize and analyze the large number of comments generated by the survey. They also shared ideas about the merits of existing community policing programs and which ones offered the greatest potential to strengthen police-community partnerships. The research findings provided a sound theoretical foundation for their work and the Commission's staff conducted several site visits to learn about specific organizational strategies that work at the local level. What follows is a discussion of the group's findings, a summary of the research, and recommendations to strengthen public trust in law enforcement.

Community Member Survey

The Commission began writing the first drafts of the community member survey in late 2016 soon after the Governor issued the Directive. All three Commission work groups provided input and made modifications and refinements as the questionnaire took shape. The Commission created Spanish and Arabic versions, which were made available both online and on paper. The Office of Urban Initiatives approved a final version in early January 2017 and it was posted online soon thereafter. The survey remained active until March 20, 2017. The automated platform provided residents from every part of the state an opportunity to participate in the process and to submit their comments and concerns. The Commission also made paper copies available for those who felt more comfortable commenting in writing. These were distributed at the community forums and at numerous informational meetings across the state. The Commission staff entered the written responses into the online survey on behalf of those who submitted written forms and maintained the original hardcopy submissions. The Commission also established a dedicated e-mail box and received a number of surveys by that method as well.

The community survey included a number of open-ended questions so the respondents could fully share their ideas. This type of questioning enabled the Community Engagement work group to explore a wide range of attitudes, isolate key ideas, and identify fine distinctions within and among the open-ended comments. The survey also included two rating scale items (1-5) and three category items (yes-no). These types of questions enabled the work group to use statistical analyses to identify the central theme of the responses by way of a single number (average rating, e.g.). The Commission was careful to protect the privacy of those responding to the survey and collected no personal identifying information, although

the survey asked a few demographic questions such as zip code, age, race, and gender identity.

The Commission made every effort to reach all areas of the state and the survey allowed residents to openly and freely comment on the very issues and concerns that mattered most to them. It is important to note that the survey was not used in isolation from other methods of inquiry. Rather, survey responses, comments at the public forums, input from law enforcement, and academic research findings all provided the Commission work groups with valuable information as it conducted its inquiries. Both the Commission and the work groups promoted and advertised the survey all across the state. Details of these outreach efforts are discussed in Chapter 1 of this report.

Several survey items asked about building strong and trusting relationships with the police while some measured the level of dignity and respect the police show residents in their communities. Other items addressed safety concerns, successful community engagement programs, and the quality of police-resident interactions. The survey allowed residents to submit general comments as well. A copy of the community member survey is located in Appendix B of this report.

Survey Analyses

Due to limits on time, funding, and resources, nonprobability sampling was used to collect information from the public. The online survey was open to everyone in the state but the Commission was unable to adhere to statistical proportionality in a strict academic sense. Nonprobability sampling relies on the subjective judgments of the work group members rather than random, or stratified random, selection techniques. Although the results cannot be

generalized to the wider population in Michigan, the comments nevertheless have merit and they provided valuable information for the report.

The work group members analyzed the open-ended responses to identify patterns and common themes so they could obtain a general idea of what a small amount of residents were telling the Commission. In addition, several standard statistical techniques were used to analyze the categorical variables and rating scale data, including frequency distributions, measures of central tendency, analyses of variance, and measurements of association.

Survey responses came in almost immediately after the link was publicized. In the first few days after posting almost 700 responses were received and by closing on March 20th the Commission received 5,875 completed surveys. Most respondents answered all the questions while others omitted some items so missing data were treated as "missing" during the statistical analyses. As expected, the overwhelming majority took the survey seriously and responded appropriately, although a few decided to be humorous and submitted some peculiar comments. Although these responses were not used as part of the group's analyses, the Commission archived the entire data set in their offices in Lansing.

As the survey responses came in periodic statistical analyses produced frequency distributions as to ethnicity, age, and region as well as the average measures for the rating scale items (1-5). Over a two-month period the Commission staff periodically shared the statistical summaries and frequency distributions with the work group members so their evaluation could be conducted in its full context.

The group also examined the relationships among the various responses according to race and geographic region (urban v. suburban) to determine if the input differed significantly according to these demographics. By examining such cross tabulations the work group could

obtain deeper insights into the meaning of the data. The survey information and the community engagement research were also shared with the other work groups as they formulated their recommendations.

The zip code information helped ensure all regions of the state were represented in the responses. The state was divided into three geographic regions so the work group members could examine the data per area of the state. Region 1 (southeast) includes the Detroit metropolitan area west into Ingham County and south into Monroe County. Region 2 (central) includes the counties across central Michigan and then south into Berrien County. Region 3 (northern) includes all the counties north of Clare County and the Upper Peninsula. This regionalization allowed the Commission to examine the statistical data according to where the respondents resided. The survey responses were also divided by race to see if the comments differed according to ethnicity.

Understandably, the members did not read every word of every open-ended comment, but yet they were able to see how the responses naturally fell into similar categories. As their work progressed they increasingly obtained a better feel as to the general substance and essence and what the residents were saying. The group met in late March in Lansing and discussed their conclusions, explored common themes, and talked about the implications of their findings as they formulated recommendations for Commission approval.

Open-Ended Questions

The open-ended responses were loaded into an Excel program so the work group could scroll through the written comments and get an initial sense of the data before they started a more detailed review. The online survey limited the number of characters so the comments to these items consisted primarily of single sentences or short statements, which made reading

through the information more manageable. Working individually, each work group member first organized the comments into categories that made sense to them. Next, they looked for common threads and patterns, isolated quality ideas, and checked for relevancy and plausibility. The survey contained five open-ended questions (items 1, 6, 7, 8, and 10). What follows is a summary of the ideas submitted to the Commission regarding police-community relations, including general trends and common themes.

Question 1: How can the police work with you and your community to build strong and trusting relationships?

Quite a few of the comments to this question emphasized the importance of personal contacts between the police and residents in non-confrontational settings, having the police become more involved in the community on a personal level, and increased visibility through one-on-one contacts and routine patrol. Others talked about increasing transparency between the police and residents and some highlighted the importance of communication through media relations. Many respondents recognized they needed to learn more about police procedures and why officers respond to calls in certain ways. But the most common response was police *visibility*—residents want to have a police presence in their area. Common themes for Question 1:

- Police visibility (over 1,000 responses referred to visibility)
- Community programs and events
- Personal contacts
- Officers should be more involved in the community
- The community needs training on police procedures and protocols
- Improved communication
- Improved cultural awareness
- Training in de-escalation techniques

Question 6: What are your biggest safety concerns in your area?

Many respondents indicated that "crime" is their biggest concern but then narrowed their comments primarily to thefts and drugs. For example, one respondent said, "There is crime and lots of B&Es in this area" and another stated, "Drug use and the resulting property crimes, even armed robberies" are problems. Residents expressed fear about thefts and break-ins from cars, houses, and garages, but there was considerable concern about the drug problem in their area. Law enforcement agencies across the nation see this as a serious problem as well. Some talked again about police visibility and others mentioned police response times. Common themes for Question 6:

- Crime and fear of crime
- Drug use and sales
- Police response times
- A better police response to those with mental illness
- Gangs
- Domestic violence
- Police visibility

Question 7: What activities or programs in your community help build positive relationships between the police and residents? Please tell us what you think works.

This question asks about formal or structured programs residents believe help police community relations in their area, rather than suggestions regarding more personal one-on-one interactions. Some residents talked about the police attending athletic events, social events, and other community activities. Many highlighted the importance of a Citizens' Academy so they might have a better understanding of law enforcement practices. Quite a few mentioned more foot patrols and getting out and about in the community. For example, one respondent talked about a local "Picnic in the Park" program that works well in the community.

Common themes for Question 7:

- More school programs, youth programs, and school liaison events
- Citizens' Academy
- Community events such as open houses, food drives, and community meetings
- Structured events such as the DARE program, Shop with a Cop, Coffee with a Cop, Neighborhood Watch, and National Night Out
- Community engagement, foot patrols, meet and greets, and visibility

Question 8: What qualities or traits should your local police agency look for when hiring and recruiting officers?

For this question the respondents included integrity and honesty as the two most important qualities in a candidate. It was quite clear from examining the list of responses that residents want officers to possess integrity above all other qualities. This idea came up over and over again in the responses. Comments like, "Integrity, honesty, reliability, and family values" came up quite often. Other comments referenced officer attitudes, behavior, respect, and social skills. Residents also want their local police to have common sense, be committed to public service, and have a genuine compassion for others. Diversity and professionalism in the workforce were mentioned quite often as well. Common themes for Question 8:

- Honesty (over 1,200 responses referred to honesty/integrity)
- Integrity
- Compassion
- Well educated
- Communication skills
- Recruits should come from the community
- Cultural competency

Question 10: Do you have any general comments you would like to share?

For this question, many respondents took the opportunity to thank the police for the job they are doing. On the whole, residents appreciate all that the police do and they recognize that policing is a difficult and challenging profession. One respondent said, "It's a tough world these days to be a cop. I'm very grateful for the protection they provide." The majority of the

respondents were very supportive of their local police and their commitment to the communities they serve. Others recognize their local law enforcement agencies face budget shortfalls and could do a more effective job if only more funding were available through increased tax revenues. A few mentioned the use of body cams and some mentioned faster response times. Common themes for Question 10:

- Support for the police
- Communication skills
- Responding to mental health issues
- Unbiased and fair policing
- Cultural competence
- De-escalation skills

Statistical Analysis

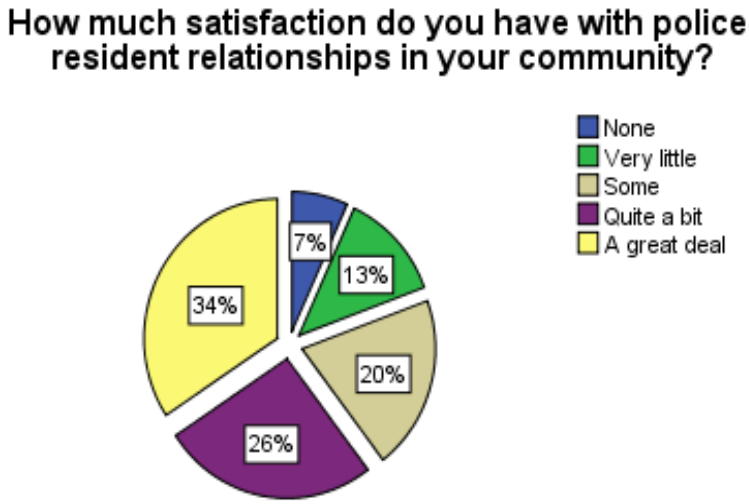
The Commission staff analyzed the categorical data using SPSS statistical software.[1] Questions 2, 3, 4, 5, and 9 are items that were answered by checking a box, although the respondents were given an opportunity to elaborate with a follow-up comment. Questions 2 and 3 were really at the heart of what the survey intended to capture. Therefore, for the sake of clarity this chapter highlights those two items, which include the frequency distributions and rating scale averages. For readers who wish to examine the survey results in greater detail the full range of tables are displayed in Appendix D. Questions 5 and 9 were categorical variables that required a simple yes-no response. Questions 10 through 13 asked for demographic information so the responses could be explored according to region and ethnicity.

Question 2: How much satisfaction do you have with police-resident relationships in your community?

For Question 2, the survey asked the respondents to rate their level of satisfaction with police-community relations on a scale of 1-5, where 1=*none* 2=*very little* 3=*some* 4=*quite a bit* 5=*a*

great deal. See Figure 4.1. The pie chart shows the majority of respondents (60%) have quite a bit or a great deal of satisfaction with police-resident relations in their area. Just over 20 percent have some satisfaction with such relationships and just over 19 percent have none or very little.

Figure 4.1



Next, the rating scale results (1-5) are displayed in Table 4.1 and average ratings are presented according to ethnicity. The Commission wanted to know if satisfaction with police-community relations differed according to race or ethnicity. As can be seen in Table 4.1, the ratings vary when race is taken into account. Although the average rating for *all* respondents is 3.68, Non-White rate of satisfaction with police-resident relationships, on average, is lower than for Whites. For example, note the African-American rating, on average, is 3.17. The Commission does not make a statistically significant conclusion here because of the low response numbers from Non-Whites, yet on its face the results unquestionably speak for themselves.

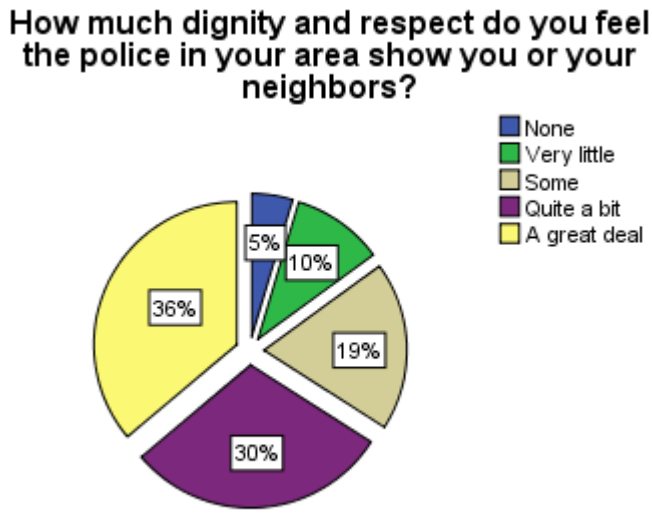
Table 4.1
Average Ratings Q2 (Satisfaction)
Categorized by Ethnicity

Category	Average Rating	Number
Multiple Ethnicity	3.60	320
Am. Indian/Alaskan	3.02	70
Asian/Pacific Islander	3.53	49
Black/African American	3.17	352
Hispanic/Latino	3.44	100
White/Caucasian	3.74	4816
Total	3.68	5707

Question 3: How much dignity and respect do you feel the police in your area show you or your neighbors?

As with the previous question the survey asked the respondents to rate the level of respect they receive from the police in their area on the same scale of 1-5, where 1=*none* 2=*very little* 3=*some* 4=*quite a bit* 5=*a great deal.* See Figure 4.2. For this question, 66 percent of all

Figure 4.2



respondents rated the amount of dignity and respect favorably (66%), 19 percent had some, and 15 percent had very little or none.

As is the case for Question 2, Question 3 shows there are differences in the way Whites and Non-Whites responded to this item. See Table 4.2. The average rating for this question is 3.82 for *all* respondents yet minority populations give lower average ratings than Whites (3.53). Again, this report does not make the claim of statistically significant differences among the groups, but distinctions do appear according to race.

Table 4.2
Average Ratings Q3 (Respect)
Categorized by Ethnicity

Category	Average Rating	Number
Multiple Ethnicity	3.68	317
Am. Indian/Alaskan	3.08	70
Asian/Pacific Islander	3.75	48
Black/African American	3.42	348
Hispanic/Latino	3.64	99
White/Caucasian	3.88	4811
Total	3.82	5693

Differences in the way ethnicity affect the responses is seen in the other questions as well. When asked if the respondents knew any officers in their neighborhood (Question 4) Whites responded "yes" 67 percent of the time and Non-Whites responded "yes" 56 percent of the time. When asked whether a community member's race affects the behavior of officers in their area (Question 5) Whites responded "no" 76 percent of the time and Non-Whites responded "no" 49 percent of the time. When asked if the police in their area interact well with the community 73 percent of the *total* respondents indicated "yes." The average ratings for both Question 2 and Question 3 differed by region as well. See Table 4.3.

Table 4.3
Average ratings for Q2 & Q3
per Region

Area	Satisfaction Q2	Respect Q3
Southeast	3.80	3.95
Central	3.80	3.93
Northern	3.31	3.42

Community Policing—The Research

What Michigan residents told the Commission through their responses to the survey is the very essence of an approach to crime control known as *community policing.* Community policing, as defined by the DOJ Office of Community Oriented Policing Services (COPS), is a "philosophy that promotes organizational strategies, which support the systematic use of partnership and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime."[2] Many police leaders, community members, and criminal justice practitioners regard community policing as one of the more promising approaches to reduce crime, make local communities safe, and strengthen police-resident relationships. In practice not all agencies embrace community policing but residents in Michigan tell the Commission about the many programs that work in their area and their interest in working and interacting more cooperatively with their local police. Stated plainly, community policing is a proactive philosophy that actively engages residents as partners in a common mission.

Community policing gained traction in the late 1980s when social science research began challenging prevailing beliefs regarding traditional police practices and tactics. By 1994, the federal Violent Crime Control and Law Enforcement Act encouraged the adoption of the

community policing philosophy as a way to reduce crime and the fear of crime. Historically, the standard model of policing became crime control through random patrol, rapid response to calls, and individualized criminal investigations.[3] Now, the model is gradually giving way to a more integrated approach based on community partnerships. In a general sense community policing is an overall philosophy based on the idea that law enforcement should take a more proactive role to connect with residents. The approach is not a specific point on an imaginary target but rather lies on a continuum where agencies can implement collaborative strategies and tactics that work best in their communities to combat crime and disorder. Community engagement programs were never meant to replace police patrol, arrests, or criminal investigations.[4] Rather, these approaches must work in tandem not only to reduce crime and disorder but to foster mutual trust and confidence between the police and the communities they are sworn to protect.

Respondents to the survey support this notion.[5] They tell the Commission they want to play a crucial role in preventing and solving crime because they live in the neighborhoods where criminal activity takes place. Respondents also say they are looking for ways to better connect with the police in their areas, for example through increased communication, attendance at community events, and casual conversations with individual officers. They want to interact with officers in non-threatening and non-criminal contexts, which increases the likelihood of forming the very partnerships needed to address the issues that are important to them.

Although community policing began with an emphasis on personal interactions and often excluded the more traditional police responses the theory has increasingly taken a more inclusive approach where problem solving, community engagement, and interactive

partnerships function side by side with the more traditional approaches to crime control. For example, despite the fact the research shows that more of a police presence does not mean less crime[6], respondents to the survey tell the Commission they appreciate the presence of a patrol car in their neighborhoods and rapid responses to their calls. Police visibility is important to them. A meaningful balance must be maintained so officers can do their jobs but at the same time meet community expectations. Sometimes officers need to be "warriors" for survival purposes and for emergency responses and at other times officers need to be "guardians" for public service and community engagement.[7] Officers must have the ability to accurately interpret the type of call and the nature of the situation so the right approach can be made for the right reason. It takes skill to determine the best response to a given situation, mentally adapt, and then make sure the incident itself does not escalate unnecessarily.

Community policing consists of a variety of strategies and one size does not fit all. Law enforcement agencies in Michigan vary greatly by size and type and officers in smaller agencies need not be "assigned" to a special community policing unit for programs to be effective. The overall philosophy should be part of every officer's operational style and become a major component of the *purpose* of policing.[8] Community engagement efforts are client-focused and place high value on resident input and participation. Further, meaningful police-resident encounters can help build public trust and nurture police legitimacy. As discussed in Chapter 5 (Training), officers must have the necessary skills to solve problems, make proper decisions, and communicate well to work within the community policing framework.

The Commission heard from residents across Michigan who indicated officers should get out of their patrol cars, walk the neighborhoods, and connect with local businesses and

residents. The public also wants officers to be more approachable, be concerned about their problems and issues, and respectfully listen to their side of the story. Officers must recognize the importance of community engagement and understand that citizen involvement is crucial for them to do their jobs effectively. Most crimes do not get reported to the police.[9] Of those that do, most do not get solved.[10] Of the ones that are solved, someone told the police who did it (pleas, witnesses, tips, etc.).[11] Meaningful police-community partnerships are important.

Residents also tell the Commission they feel some officers do not take their problems seriously and that they often treat them as numbers not as real people. In general, residents are looking for a "client-focused" approach to law enforcement. But community policing requires a long term commitment. The cumulative effect of positive daily interactions, as the survey respondents point out, can strengthen police-resident partnerships. Although crime rates have declined significantly since community policing took root, the academic research on whether the approach actually produces a significant reduction in crime and violence is not clear.[12] Since the philosophy is comprised of such a wide range of strategies, depending on the size and location of the jurisdiction and on the specific needs of communities, it is difficult to pinpoint which strategies work and which do not. Sometimes crime rates will actually increase when residents have confidence in their police because they are more apt to report offenses or become witnesses. What is clear is that residents themselves are telling the Commission about the importance of building partnerships with the police in their communities.

But community policing can be effective because it allows both residents and officers to interact in situations that are non-threatening in nature. Interaction with other cultures and

other belief systems in these types of environments can widen the worldview of both the officer and the resident.[13] A more universal understanding of the world, in turn, leads to better decision making.[14] This goes to the need for agencies to hire candidates with specific qualifications so they can better operate in the world of community engagement. Wider worldviews can help officers do their jobs more effectively and may help reduce invasive and discriminatory policing practices.[15] This strengthens public trust and confidence in the very communities they serve. Yet to be effective, community policing must be a two-way street. Residents should understand that police activities are directed at community needs and expectations and not on personal concerns or grievances. The police are not a private army and officers must uphold procedural justice for all in the community.

Law enforcement agencies play an important role in how their officers interact with the community as well. Experts believe an officer's occupational environment gives meaning and context to decision making and judgment. Like any other organization, police agencies operate through a set of unofficial or unwritten customs that subtly influence behavior on the street, particularly during one-on-one encounters. This "organizational culture" is sometimes distinct from official departmental policies and procedures. New officers can be quickly socialized into this culture, a socialization that may even begin during basic recruit training.[16] Law enforcement administrators must recognize this dynamic and ensure that their organizational "brand" can operate effectively in partnership with their residents.

Case Illustrations

The field research showed that agencies define *community policing* differently and that many have created community engagement models customized to the unique and distinct needs of their communities. Given the relatively wide variety of programs in place the

Commission staff explored sample initiatives, specifically at the Michigan State Police, Detroit Police Department, Washtenaw County Sheriff's Office, Michigan State University Police Department, the Frankenmuth Police Department and the Ottawa County Sheriff's Office. The program summaries provide a sense of what can work to strengthen community trust and confidence in law enforcement and how targeted programs can be effective.

Michigan State Police

Pursuant to Strategic Plan III of the Michigan State Police (MSP) the department has an agency-wide community policing platform for both enlisted and civilian members. The mission is to, "provide the highest quality law enforcement and public services throughout Michigan." MSP uses this mission to actively build positive relationships with members of the communities they serve. Because the MSP has statewide jurisdiction, the department developed a number of community outreach programs aimed at servicing various geographic areas of Michigan. The Community Service Troopers, the Citizens' Academy, and the Michigan Youth Leadership Program are three examples:

- Community Service Troopers (CST) – The Community Service Trooper position became effective in 2011. CSTs are assigned to regions across the state and focus on community outreach to help strengthen communities. They also work with other agencies, for example, local law enforcement, non-profit organizations, community groups, and other entities to foster and support positive working relationships. They serve residents in a range of ways, including mentoring youth, working with seniors, and educating citizens on emerging crime trends. Originally, the CST program was federally funded. MSP was the first state police agency to implement the program statewide.[17]

- Citizens' Police Academy – The academy is an eight-week program that gives residents from all areas of Michigan an opportunity to become familiar with the mission and operation of the MSP, understand agency policies and procedures, increase awareness of law enforcement's role in the community, and meet with personnel at the local post. Often, Citizens' Academy graduates share this knowledge with other members of the community when opportunities arise. Everyone benefits from a better understanding of the role and function of law enforcement.[18]

- Michigan Youth Leadership Academy (MiYLA™) – MiYLA™ provides students, ages 14-15, with an opportunity to develop leadership skills and at the same time build positive relationships with law enforcement officers. The students spend five days at the MSP Training Academy in Lansing. There they receive instruction from officers from their hometown police departments and the MSP. The goal is to form a foundation of responsibility, based on mutual respect and trust, which benefits the students, law enforcement officers, and the community.[19]

Detroit Police Department

According to Detroit Police Commander Todd Bettison[20], community policing is defined by their department as an effort "to sustain policing excellence that places value in building a strong connection and positive relationship with the community….and return to the root concept of recognizing the connection between public safety" and the community. Within this context the Detroit Police Department established a centralized Neighborhood Policing Liaison Office, which is responsible for developing various programs geared toward the community. For example:

- Neighborhood Police Officer (NPO) program - NPOs are assigned to each precinct in the city. They are allowed a take-home vehicle and department phone, which allows the community to have 24-hour access to their neighborhood NPOs. Neighborhood Police Officers are primarily responsible for quality of life issues – such as blight, noise complaints, and neighbor disputes. There is an annual NPO summit where officers, community partners, and residents come together and discuss issues within the community.

- Spirit of Services Initiative - The Spirit of Services initiative is a patrol initiative designed to expose department members to various communities throughout the city. The program was created to immerse officers in local areas so they would better understand the cultures, ethnicities and relationships needed to foster public trust. Corporals are trained in the areas of cultural awareness, sensitivity and education overall. Corporals are directly responsible for training all newly-hired police officers who participate in the program as part of their field training (FTO).

- Children in Trauma Intervention (CITI) – CITI is a 10-week after school program that pairs middle schoolers with mentor police officers from DPD and a counselor to address various issues.

Washtenaw County Sheriff's Office

The Washtenaw County Sheriff's Office (WCSO) uses a community engagement model, detailed in departmental policy, intended "to fully understand the issues impacting (our) neighborhoods" and to focus "on addressing the root causes of community problems." The Sheriff's Office believes that crime is not just a law enforcement problem but rather a community problem and, according to Sheriff Jerry Clayton, its members are committed "to building partnerships with our residents." They use Neighborhood Watch as a central focus to engage residents and empower them "to take an active role in the policing of their communities." WCSO has several programs aimed at this mission, including:[21]

- WCSO Street Outreach – Street Outreach serves as a liaison between the community and the Sheriff's Office. WCSO Street Outreach embraces the philosophy of problem-oriented policing to create partnerships among the department, the community and other vital agencies. The program helps build trust, relationships, facilitate crime prevention programs, neighborhood revitalization events, and other projects that support the community.

- Interrupter Program – This program is a volunteer public-education campaign to reduce violence in neighborhoods. Interrupters walk door-to-door and hand out packets of information as part of a public education campaign. The goal is to interrupt the violence in neighborhoods by educating community members on what to look for, how to be safe, and what they can do to help prevent the violence in the first place.

- Community Education Series – The community education series is a three-part educational series consisting of six focus areas facilitated by Sheriff Clayton. Each focus area covers various topics and consists of a 40-minute classroom discussion followed by a question and answer period. The goal is to improve public trust by sharing ideas and discussing issues with local residents.

Frankenmuth Police Department

Officers of the Frankenmuth Police Department (FPD) work from a department wide community-oriented policing perspective.[22] The intent is to strengthen the partnerships between the community and law enforcement, which enables officers to provide the highest

level of service to their residents. The approach underpins many of the FPD policies and procedures as well. As one example, FPD General Orders talk about a reserve officer program that enables non-sworn individuals to interact with officers and provide assistance as needed. Reserve officers are used by many agencies in Michigan but they do not have the legal authority of a licensed officer.

- Reserve Officer Training Program – A reserve officer is a non-licensed member of the department who has satisfactorily completed a field training program and an agency probationary period. They are assigned to help sworn officers in the performance of their duties. What makes the program unique is that it requires 275 training hours. The candidates attend the academy from October through May, every other weekend for 12 hours each day. FPD has created a curriculum specific to the training of the reserves.

Michigan State University Police Department

Michigan State University Police Department (MSUPD) highlighted the success of their Inclusion and Anti-Bias Unit.[23] This unit provides services that specifically address race relations at MSU and is offered to all students and staff. The department partners with the Office of Institutional Equity to provide training seminars, safety presentations, and a communication system for fast delivery. To implement other community engagement programs MSUPD divides its campus into three sectors, each with two neighborhoods. Each neighborhood is assigned a team that consists of two sergeants, two officers, one detective, and one parking enforcement officer. With a student population turnover rate of 1-2 years, the model works most effectively to create ties and improved communication with incoming students on a continuous basis.

Ottawa County Sheriff's Office

The Ottawa County Sheriff's Office (OCSO) has a number of community policing and community engagement program in place.[24] For example, the Grand Haven Area Public School District's Multi-Agency Team (MAT) is a unique coalition of 15-20 agencies, organizations, and non-profits that provides all-encompassing "wrap-around" help to students and families in need. The organizations include Grand Haven schools, the Ottawa County Sheriff's Office, the Juvenile Court System, local churches, the Salvation Army, the United Way and many more.

The OCSO also sponsors a Senior Volunteer Program. Seniors 55 and older are tasked with home security checks, handicap parking enforcement, processing abandoned vehicles, the transfer of released inmates, and other departmental functions, as needed. The seniors are in a marked unit and wear special uniforms that identify them as part of the agency.

Other programs include Civilian Response to Active Shooter Programs, where deputies train civilians on response options, medical issues, and considerations for conducting drills. A train-the-trainer program for law enforcement is offered free by Texas State University (funded by the DOJ). The department sponsors a Truancy Program where deputies work directly with the Intermediate School District's (ISD) Truancy Officer to investigate truancy cases. This is a partnership with the ISD, Juvenile Court, and the Sheriff's Office.

Canton Township Department of Public Safety

Canton Township has a number of community policing programs and community engagement initiatives that are sponsored by the agency.[25] Of particular interest is the Opiate

Overdose Initiative, which works in conjunction with the local Fire Department and the local hospital, in light of the opioid problem seen nationwide. Other programs include:

- A T.E.A.M. program at the elementary and middle schools
- Police Explorer Program
- Hate Crimes Coalition
- Citizens' Academy
- Social media interaction with residents
- Police and chaplain reserve program

Recommendations

After a careful consideration of the input from Michigan residents, an exploration of the academic research, and an examination of professional best practices by law enforcement agencies across Michigan, the Community Engagement work group submits the following recommendations for the Commission's review:

Recommendation: Law enforcement officers should become more of a non-enforcement presence in the community and implement strategies intended to increase visibility and personal contacts.

Commentary:

Respondents to the community member survey indicated that visibility and a law enforcement presence in their community, in a non-enforcement context, were two of the most important ways to improve police-community relations. The academic literature in criminal justice and community policing support this idea and studies show that community interaction and engagement can lead to community trust and confidence in law enforcement. There are a wide variety of law enforcement agencies in Michigan, of various sizes and types, and strategies to increase visibility will undoubtedly be tailored to meet the individual needs of

each community. The ability to interact with residents will also be affected by departmental budgets, workforce levels, and resource allocation practices. Yet agencies should make a serious effort to increase their presence. Residents tell the Commission that this seemingly small step can go a long way to strengthen the very partnerships needed to fight crime and disorder at the local level. An increased presence also means law enforcement is taking resident concerns seriously and that their issues matter to them. Police-resident interaction that is non-criminal in nature can open the lines of communication as well.

Recommendation: Law enforcement agencies should increase efforts to engage residents in one-on-one encounters and work to establish professional relationships with community members and businesses.

Commentary:

One-on-one professional relationships and personal encounters in non-criminal settings can help break down the inappropriate stereotypes and misconceptions people have of each other. Such relationships also have the potential to create a more universal understanding of the world for both residents and police officers. A casual conversation between an officer and a resident can go a long way to strengthen the ties between law enforcement and communities as well as build effective community partnerships. The idea seems simple enough but the concept is behind the nationwide efforts to increase diversity in the workplace and at universities. Such encounters can improve the decisions officers make because they can see things from wider worldviews and from different perspectives. Race relations play a role as well. The more an officer engages in non-confrontational encounters with minorities, other ethnicities, or marginalized individuals the better decisions he or she will make moving forward. In order to be effective, officers need to adapt mentally to a variety of situations but

if they talk or interact with only those who look like them their entrenched beliefs will never get challenged and their decisions, and options, at the next call will remain limited. Respondents to the survey are clear they want more one-on-one interaction and they believe these encounters may be more important and more effective in building trust than formal community policing and community engagement programs.

Recommendation: Law enforcement agencies should expand interactions with youth and build on programs and strategies that reach out to local schools.

Commentary:

Respondents tell the Commission that positive police encounters with youth and juveniles, particularly through school programs, are important to them. Starting relationships at an early age can have a positive influence on the direction a youth takes in his or her life and can help build trust and confidence in law enforcement in their area. School programs can improve the well-being of the larger community as well by increasing transparency through mutual respect and understanding. Officers in schools can address such topics as bullying, personal safety, drug abuse, and can even anticipate future problems and life struggles. Additionally, if agencies want to look like the communities they serve, creating positive relationships at an early age can provide a foundation for future recruiting and hiring efforts.

Recommendation: Law enforcement agencies should take full advantage of social media to reach the communities they serve.

Commentary:

Law enfor**ce**ment agencies and administrators must recognize the importance and impact of social media as a tool to strengthen police-community relationships, increase police

accountability, and heighten transparency. Respondents to the community member survey tell the Commission that such an approach would be welcomed and efforts in this area should be increased. Social media has the potential to personalize interaction and make the necessary connections that help build partnerships in the community. The respondents in general do not want government to intrude into their lives, but they tell the Commission that a department's Facebook page or Internet homepage is a place where the community and the police have an opportunity to come together. Residents can voice their concerns online and agencies, in turn, can offer crime prevention tips, provide a forum or platform for community input, advertise their department's "brand", and improve the overall perception of the agency by the residents. Residents can help with criminal investigations and assist in locating local fugitives as well. The Boston Marathon bombing several years ago highlights the importance of social media in this regard. Administrators must think about blogs, tweets, Facebook messages, and other ways to reach all parts of their community.

Recommendation: Law enforcement agencies should identify and implement state and national community policing and community engagement programs that will improve and strengthen police-community relationships in their area.

Commentary:

Respondents tell the Commission that community policing is a two-way street. Community members need to know more about the police in their area and officers should encounter residents in casual situations. Agencies should consider and implement national and state crime prevention and community policing programs in partnership with community members. Programs designed at the federal or state level have a common curriculum and instructors are often trained to deliver the materials in a certain manner, which creates consistency in training

across the state and from agency to agency. Respondents talked about the *Neighborhood Watch* program and its benefits to their community. This program has the ability to bring the police and the community together in the effort to reduce crime and address the unique problems in these neighborhoods. The program was originally established by the National Sheriff's Association in 1972 and has become a popular crime prevention program across the country. Respondents also talked about the DARE program and its benefits to the community. DARE is Drug Abuse Resistance Education and is a program for students in school. Such a program lets the students know the police are there to help them with the intent to cut recreational drug use, improve self-conceptualization, and help students avoid the potential influence of gangs. Many respondents also talked about the *Safe Routes to School* program, which is a national program intended to design safe routes to schools for children, whether walking or taking their bikes. The program began in New York City in the 1990s and has been effective in other parts of the country as well. The surveys indicated support for *National Night Out* as well. This is an annual campaign where communities host events such as block parties and other public events where crime prevention information, exhibits, safety information, and other important information can be shared with the community. Moreover, the respondents also talked quite frequently about the police treating them fairly and the importance of procedural justice. The US Department of Justice *Fair and Impartial Policing* program is specifically designed to teach officers how implicit and unconscious thinking can affect their decision making, particularly in the areas of race and gender bias. This list of programs is by no means exhaustive, and agencies should consider other similar initiatives, but respondents clearly highlighted the popularity and effectiveness of certain state and national programs.

Endnotes

[1] SPSS stands for Statistical Package for Social Sciences; www.spss.com.

[2] United States Department of Justice. Community Oriented Policing Services. The State of Policing in the United States, Vol. 1. https://cops.usdoj.gov/COPSpublications

[3] Goldstein, H. (1990). *Problem-oriented policing.* New York: McGraw Hill, Inc.

[4] Radelet, L. (1986). *The police and community.* 4th edition. New York: Macmillan.

[5] Michigan Commission on Law Enforcement Standards—Community Member Survey.

[6] Guffy, J., Larson, J., & Kelso, C. Police officer staffing: Analyzing the community held belief that more cops equals less crime. *Professional Issues in Criminal Justice, 5 (2 &3),* 29-41

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[9] United States Department of Justice. Bureau of Justice Statistics—National Crime Victimization Survey. https://www.bjs.gov/index.cfm?ty=dcdetail&iid=245

[10] United States Department of Justice—Federal Bureau of Investigation—Uniform Crime Reports. https://ucr.fbi.gov/ucr.

[11] Pastore, A., & Macguire, K. (2003). *Sourcebook of criminal justice statistics: 2002.* Washington D.C.: US Government Printing Office. https://www.ncjrs.gov/pdffiles1/Digitization/208756NCJRS.pdf

[12] Pinker, S. (2011). *The better angels of our nature: Why violence has declined.* New York: Viking Press.

[13] Mlodinow, L. (2012). *Subliminal: How your unconscious mind rules your behavior.* New York, NY: Vintage Books.

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[15] Tyler, T., Goff, P, & MacCoun, R. (2015). The impact of psychological science on policing in the United States: Procedural justice, legitimacy, and effective law enforcement. *Psychological Science in the Public Interest, 16(3),* 75-109.

[16] Crank, J. (2004). *Understanding police culture* (2nd ed.). Conklin, NY: Anderson.

[17] Phone interview with MSP Trooper Devine (West Branch Post).

[18] Written information submitted by F/Lt. Kevin Sweeney, MSP.

[19] Phone interview with Ms. Nancy Bennett-Becker, MSP. The MiYLA is partially funded through the US Department of Justice, Bureau of Justice Assistance, Byrne Justice Assistance Grant, administered by MSP in Michigan.

[20] Phone interview with Commander Todd Bettison.

[21] Site visit by Commission staff December 2016.

[22] Phone interview with Sgt. James McLaughlin.

[23] Phone interview with Sgt. Florence McGlothian-Taylor.

[24] Written information submitted by Undersheriff Valerie Weiss.

[25] Written information submitted by Acting Director Chad Baugh.

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CHAPTER FOUR

RECRUITING

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Chapter 4
Recruiting

Introduction

Since 2001 there has been a steady decline in the number of law enforcement officers in Michigan.[1] The state now has 4,000 fewer officers than before. Given these workforce shortages, and direction from the Governor's Directive, the Recruiting work group explored ways to improve recruiting and hiring practices across the state. The group, which was comprised of law enforcement and recruiting professionals, made the following inquiries. The group and the Commission staff:

- examined current and projected changes in population demographics and the implications these may have for law enforcement;
- identified hiring trends and potential competition for qualified candidates both within and outside the profession;
- surveyed a small sample of academy recruits to determine what led them to choose their employing agency and what recruitment strategies worked to attract them;
- interviewed law enforcement recruiters to identify trends in recruitment strategies used in Michigan; and
- highlighted specific best practices.

This blueprint became the foundation for the information in this chapter, which yields pertinent, contemporary information about the environment in which agencies operate and the challenges that demand greater attention. This chapter also talks about the strategic focus needed by law enforcement leaders if they are to successfully manage recruitment obstacles today and into the future. The research suggests that few agencies are sufficiently prepared to address a potential workforce crisis. In this chapter, the following questions are addressed:

1. How can agencies improve recruitment and retention of qualified candidates, especially women and minorities?
2. Are there best practices in place where leaders can learn important lessons?
3. What are strategic considerations in workforce planning for law enforcement?

The answers to these questions are critical to meeting the challenge facing law enforcement agencies across Michigan and the nation. While there has been some progress in recruiting it has not been nearly enough to meet the need. There is much that can be learned, however, from other branches of government and the private sector. The work group draws from lessons learned from Michigan law enforcement agencies and others across the nation. It explores work done on the behalf of the federal government as well as the private sector. As competition increases, both the public and private sectors will be forced to take a thorough look at how they recruit and manage the workforce to retain competent and capable staff prepared to meet organizational mission and goals.

Over a period of several months, the Recruiting work group met twice at the Commission's offices in Lansing. The members represent law enforcement, academics, civil rights, labor, and the general public. Several commissioners participated as well. As a group, the members have the requisite experience, expertise, and insights into law enforcement occupational standards and training, including a working knowledge of hiring and recruiting. Per the Governor's Directive, the group talked about "best practices for law enforcement agencies in Michigan to implement recruitment and hiring strategies" for the law enforcement profession as it exists today. At the meetings, the participants shared their thoughts and discussed ideas from their individual perspectives.

The group also discussed distribution strategies for the recruiting survey (questionnaire), which was posted online. They wanted to consider information from the perspective of those who are interested in the law enforcement profession and why policing may, or may not be, attractive to them. The Commission staff agreed to conduct research into best hiring practices and provide summary information to the full group for their consideration. The work group

also shared hiring practices used at their agencies and talked about the challenges they face during the recruiting and hiring processes.

At the first meeting the members talked about the skills and abilities officers need to perform within the context of the community policing framework. Several participants talked about their competition with the private sector for quality recruits and how tight budgets often hinder their ability to attract sufficient numbers of qualified candidates. Agencies typically face funding challenges, particularly when issues like hiring and training arise, and today's environment is no different. Some talked about commitment to the policing profession as well as the agency and others highlighted the challenges of working weekends, holidays, and rotating shifts, which have the potential to affect an individual's family and personal life in a negative way. And other members talked about understaffing and their inability to maintain a complete workforce in light of the declining number of officers in Michigan.

Yet there was some positive feedback as well and some group members talked about specific outreach and marketing strategies that seemed to help in their recruiting efforts. They emphasized the importance of working with local community members during the recruiting process. The members agreed they are looking for candidates who possess basic skills in communication, problem solving, decision making, and analytical thinking, in addition to being able to perform the essential job functions of the position. These very qualities, of course, are what every organization in the private sector is looking for as well. This chapter offers recommendations that will better frame the importance of investing in police officer recruitment and retention, as well as provide an update in best practices for agencies and recruiters. The discussion starts with an exploration of the core competencies of the position of police officer, as identified through Michigan's job task analysis (JTA).

The Job Task Analysis

Although specific cognitive abilities such as decision making and problem solving are essential qualities for any new employee, police officers must be able to perform the core job tasks of the position. Michigan's Job Task Analysis identifies the essential job functions of the position of police officer in Michigan. The JTA is explained more fully in Chapter 1 but in addition to the underlying qualities needed for contemporary policing those applying for the position must also have the ability to perform certain core policing tasks, as specified in the JTA inventory. The essential job functions are the basic knowledge, skills, and abilities required for minimum competency for performance as a law enforcement officer.

See Table 4.1. The table displays the reported frequency and criticality of several sample essential job functions, which is taken from the 2006 JTA. Patrol officers rated how often they performed a particular task on a scale of 1-5 and supervisors rated the importance of the tasks on a scale of 1-5, where "1"=low frequency/criticality and "2-5"=higher ratings. The JTA combined the two ratings to create a composite score, which was used to identify the essential job functions of the position.

Table 4.1
Average Composite Scores for Sample Job Functions

Task	Frequency	Criticality	Composite
Arrest persons without a warrant	3.43	3.60	3.54
Apprehend juvenile offenders	2.79	3.08	2.98
Write incident reports	4.33	3.52	3.66
Administer CPR	1.65	4.24	3.39
Operate a patrol vehicle	4.00	4.37	3.77
Discharge firearm	1.15	4.78	3.58
Execute search warrants	2.26	3.39	3.12
Investigate crimes against persons	3.73	4.05	3.94
Determine fault in a traffic crash	3.42	3.00	3.09
Testify in criminal court	2.54	3.53	3.36

n=3,937

Michigan statutes reference the core job functions of law enforcement officers as well. Police officers are authorized to make arrests, investigate criminal violations (MCL 28.602(l)(*i*)), enforce local regulations (MCL 92.2), and perform traffic enforcement (MCL 257.42). Also, see *Peden v City of Detroit*, 470 Mich 195 (2004), where the justices took judicial notice of specified JTA tasks.

Although the Commission has set minimum entry requirements for those entering the profession, individual agencies may go beyond these minimum qualifications when hiring. This gives recruiters the ability to target potential officers who fit the unique needs of their department and their community. Police administrators understand that candidates must be able to perform core job tasks, as discussed above, but they also seek candidates who have the underlying competencies to make proper decisions, solve problems, communicate well, and mentally adapt to changing situations. In addition, new officers must have the cognitive ability to meet the distinctive needs of local agencies and communities.

The Michigan Model

There are several ways to become a licensed law enforcement officer in Michigan. One way is for a candidate to apply directly to a department, become an employee of that agency, and then be enrolled in a basic recruit academy by the hiring agency. The costs for recruit training are absorbed by the agency and licensure is activated by that agency as well. Employing agency responsibilities appear in the Commission's administrative rules (R 28.14206). The Detroit Police Department, the Michigan State Police, and the Department of Natural Resources run their own academies and the recruits attend as employed candidates.

But in Michigan most candidates pay for their own training prior to employment. In that way they become more "marketable" because the majority of agencies in the state do not have

the budgets to enroll new hires into recruit training and pay tuition and wages. However, these pre-service candidates must possess at least a two-year degree upon graduation (R 28.14315). This educational requirement was initiated years ago and its intent was to raise the level of police professionalism in Michigan. Given the degree requirement, Michigan also offers a "track program," which combines academic classes in criminal justice with the required recruit training so graduates will have a two- or four-year degree upon completion.

The ability of candidates, and agencies, to work within this structure depends on funding. It costs agencies to recruit, hire, and in some cases, enroll a candidate in training. And there is a corresponding cost for candidates who pay their own way through recruit school, whether through the track program or the academy-only option. This perhaps limits the applicant pool somewhat and makes the hiring process more challenging, particularly for smaller agencies seeking candidates from their local communities.

In addition, candidates with previous military police experience with a desire to transition to civilian policing may attend a condensed basic training academy.[2] The Military Police Basic Training Program (MPBTP) offers qualifying military police veterans the option of attending an eight-week (320-hour) basic police training academy, rather than the full course of study. Military police veterans are recognized for their previous training and experience allowing them to waive portions of the skills training (firearms, e.g.). The curriculum includes legal matters, patrol procedures, detention, police skills, traffic, and special operations. Any military police veteran interested in this program must meet all MCOLES pre-employment standards, including passing the physical fitness test (exit standard), and the reading/writing examination.

The Commission's Recognition of Prior Training and Experience (RPTE) program was created for individuals who have previous law enforcement training and/or experience and wish to re-enter the profession. Essentially, the RPTE provides a "waiver" of training for those who were previously licensed in Michigan, licensed in another state as a law enforcement officer, or who have graduated from an academy but have yet to be licensed. The recruits are required to attend classroom instruction, but other RTPE participants are allowed to demonstrate competency by passing Commission administered tests. The tests consist of a firearms proficiency exam and Michigan's law enforcement licensing examination. RPTE participants are also required to meet the Commission's medical and non-medical standards.

Research

For over half a century, law enforcement was considered good, stable employment with great benefits. As of late, recruiting sufficient numbers of qualified applicants to meet staffing demands has become a recurring concern to Michigan law enforcement and police agencies nationwide.[3] Both report having difficulty recruiting and retaining high-caliber police officers and this has become one of the more critical issues facing law enforcement administrators. There are several factors both internally and externally that contribute to this situation.

The research from private sector management suggests that the most important factor for organizational success is the quality of the workforce. Without a competent staff agencies are not properly prepared to deal with the complex issues facing society in today's ever-changing environment. One of the key findings is that once great companies had a competent workforce they could then focus on how to meet the larger challenges in a competitive, changing marketplace.[4] The same applies for law enforcement. Police administrators must place a high

priority on recruiting and retaining the very best employees, particularly in today's competitive marketplace.

As reflected in the community member survey, Michigan communities expect and demand high standards from law enforcement in their area. Residents tell the Commission they want committed police officers who possess and practice such qualities as courage, integrity, compassion, and who provide effective service to everyone regardless of race or appearance. They want officers to realize they have the authority to enforce the law, but must do so fairly and impartially. This is no minimal task, but one that requires law enforcement leaders to make recruiting and retaining high-caliber staff strategic priorities as one of the foundations of the organization's culture. A commitment to procedural justice defines what an agency is, what they do, and how they are perceived by the communities they serve.

Although most communities want to work in partnership with their local police, as reflected in the community member survey, new officers must fully understand the motives of the communities, both good and bad, so they can avoid potential abuses of their authority based on the individual preferences of certain residents. Some residents, for example, may want officers to administer discriminatory practices such as "street justice" to minorities or other marginalized groups.[5] Comments on the survey like "keep outsiders out" and "concern about others coming into the community" reflect this idea. Although most communities are supportive of their local police, as demonstrated by the responses to the survey and the public forums, a workforce with a more universal understanding of procedural and constitutional justice will be able to avoid the pitfalls of certain inappropriate community expectations.

Further, the importance of departmental written directives must not be overlooked. Many agencies establish an institutional belief system through official policies and procedures. In a

fundamental sense, departmental regulations define an organization's values and represent the standard of care expected of line officers, particularly for situations calling for reflective thinking and problem solving capabilities. Police officers must be provided with guiding principles in order to respond appropriately to certain situations and they must interpret behaviors at the scene in a meaningful way so as to better assess and de-escalate confrontations, when needed. In one instance, an arrest may be appropriate, while in another, community referrals may be preferable to incarceration.

According to a study conducted by Community Oriented Policing Services (COPS) of 1,270 agencies, the supply of qualified candidates is on a downward trajectory.[6] More than half of the small agencies surveyed, and two-thirds of the large agencies (serving populations of over 50,000), reported a lack of qualified candidates, which caused severe workforce shortages, sometimes by as much as 37 percent. The study summarizes several major factors that affect the ability of agencies to hire and recruit, which include:

- better paying jobs outside of law enforcement;
- increased educational requirements that shrink the candidate pool;
- unusually high attrition as Baby-Boomers retire; and
- publicity related to racial profiling and excessive use of force.

The COPS study was one of the more detailed reports and their findings validate the challenges law enforcement agencies face in attracting qualified candidates.[7] Unfortunately, recruitment is likely to become even more of a challenge in the coming years and an investment in both recruitment and retention must be an important component of an organization's resource allocation. Workforce management will demand more leadership attention if executives are to successfully recruit and retain high caliber staff and meet the needs of the community as it grows, becomes more diverse, and has higher expectations.

In 2014 President Obama issued an executive order establishing the President's Task Force on 21st Century Policing "to identify the best means to provide an effective partnership between law enforcement and local communities that reduces crime and increases trust." In May 2015, the task force released the final report with 59 recommendations organized into six pillars, as follows:

1. Building Trust and Legitimacy
2. Policy Oversight
3. Technology and Social Media
4. Community Policing and Crime Reduction
5. Training Education
6. Officer Safety and Wellness

The very first pillar of the task force report—Building Trust and Legitimacy— "requires that departments recruit, hire, and retain officers that reflect the communities they serve." In response to the task force recommendations, COPS conducted two forums with law enforcement executives, community leaders, researchers, and subject-matter experts to develop strategies to identify the best practices for recruiting diverse applicants for law enforcement.[8] It is important to note that diversity is more than race and gender; it includes religion, age, gender identity, sexual orientation, language, and social background. Ronald L. Davis, director of the COPS Office, emphasized this at the forum: "I think it goes to decision making. From an organizational point of view, it's about culture and how to make decisions and develop strategies to fight crime. If we were all one gender or race, we [wouldn't] learn. I think diversity makes for a strong organization and has a more positive impact on the organization and the community." [9]

Recruiting for a Diverse Workforce

The environment in which law enforcement leaders find themselves is rapidly changing, and the labor pool is significant among those changes. Consider the following factors about the changing environment with respect to population growth and ethnicity, size and age of the workforce, and demand for officers in Michigan. Michigan has grown at a rate of nearly one-half percent since 2010 and is becoming even more diverse with 25 percent of the population African-American, Hispanic, and Asian (as compared to 23 percent in 2010). Hispanic and Asian populations, nationally, are projected to double by 2050.[10]

As of July 2016, the population of Michigan was 9,926,300, and the state has grown at an average of one-half percent for the last six years.[11] See Table 4.2. If this growth rate continues Michigan will add, on average, another 440,000 residents in the next ten years. Whites account for 75 percent and African-Americans are the second highest with 14 percent of the population. The significance of this information is that minority groups represent nearly 25 percent of Michigan's population and are growing by 2.2 percent each year. If this trend continues for the next fifteen years, it is projected that minorities will represent nearly 40 percent of Michigan's population.

Table 4.2
Race/Ethnicity in Michigan 2016

Group	Number	Percent
White	7,504,283	75.6
African-American	1,409,535	14.2
Hispanic	486,389	4.9
Asian	238,231	2.4
American Indian	59,557	<1
Two or More Races	228,305	2.3
Total	9,926,300	100

But how diverse is Michigan's *law enforcement* workforce and how does it compare to the general population? The Commission tracks ethnicity of the law enforcement population through the MCOLES Information and Tracking Network (MITN). See Table 4.3. Note that most of Michigan's police officers are White, which is about 10-15 percent greater than seen in the state's general population. The largest disparity is among African-Americans. African-American officers currently represent 10% of police officers state-wide and approximately 4 percent less than the general population. This percent would need to increase to 17% to reach parity by 2020 with the population at large. In short, considerably more officers are needed to better reflect the ethnicity of Michigan residents.

Table 4.3
Race/Ethnicity for Police Officers in Michigan
2004—2016

Group	Number	Percent
White	6,532	85
African-American	762	10
Hispanic	163	2
Arabic	26	<1
Asian	49	<1
American Indian/Alaskan Native	61	<1
Two or More Races	53	<1
Other	4	<1
Total	7,650	100

Further, there are approximately thirty million more Baby Boomers than Generation Xers and the Millennial Generation, equal in number to the Baby Boomers, is now reaching their thirties.[12] This combination has created a dynamic where it is projected that by 2020 there will be 10 million more jobs nationally than there are qualified workers to fill them.[13] Gender is a consideration as well. Women are traditionally underrepresented in the law enforcement profession. Table 4.4, which is taken from the MITN system, displays a sample number of

law enforcement officers categorized by gender. Women represent 14% of the law enforcement workforce in Michigan.

Table 4.4
Race/Ethnicity for Police Officers in Michigan
Sample per Gender 2004-2016

Group	Male	Female	Female %
White	5,812	699	12
African-American	563	198	35
Hispanic	140	24	17
Arabic	23	3	13
Asian	40	9	23
Native American	54	6	11
Alaska Native	2	0	0
Pacific Islander	4	0	0
Multi-Racial	47	6	13
Total	6,685	945	14

As Michigan continues to grow and as the population becomes more diverse, agencies need to take progressive steps to attract candidates and retain staff that represents all segments of the community. They must identify just the right entry criteria for their departments and at the same time recruit candidates who reflect the demographics of the communities they serve. They must work in partnership with community leaders, elected officials, and local organizations to establish effective hiring practices and procedures and make improvements when necessary. Agencies that approach diversity recruitment using an integrated philosophy will have the greatest success in recruiting disproportionately low segments of the community. Such an approach takes patience, sincerity, a willingness to listen, tenacity, and courageous leadership.

Recruiting Survey

A total of 128 academy recruits responded to the online survey. See Appendix C. The survey consisted of both open-ended questions and categorical items and the work group wanted to learn why the respondents wanted to enter the policing profession and to gather information about the recruiting process from their perspective. Findings from the open-ended questions include:

- the strongest inspiration to pursue a law enforcement career was a desire to serve.
- recruits identified time required to complete the selection process and lack of contact through the process as the most difficult aspects.
- police-community relationships, promotional opportunities, benefits, and agency size were the most compelling reasons for accepting employment with an agency.
- candidates became familiar with an agency most often through a friend or relative employed by the department.
- more than 70 percent decided they were interested in a law enforcement career by the time they graduated from high school.

The findings indicate the strongest motivator is a desire to serve, followed by community attachment.[14] Interestingly, agency recruitment videos send both messages, although the service message appears to get undermined by tactical police imagery. Agencies must decide what is most important and communicate a clear and concise message, particularly through social media. The level of police-community relationships is key as potential employees want to be a part of an agency that has a professional reputation and is well respected in the community.

Question 6 asked the respondents how important community demographics were in their decision to apply at an agency. They rated the importance on a scale of 1-5, where 1=*none,* 2=*very little,* 3=*some,* 4=*quite a bit,* and 5=*a great deal.* Table 4.5 displays the results. Almost half responded with a great deal or quite a bit of importance regarding demographics (44%), 30 percent rated some, and 26 percent rated very little or none.

Table 4.5
How important are community demographics when selecting an agency?

Option	Number	Percent
None	16	12.5
Very little	17	13.3
Some	38	29.7
Quite a bit	32	25.0
A great deal	25	19.5
Total	128	100

Question 7 asked the respondents how important benefits such as healthcare and retirement influence their decision to apply at an agency. See Table 4.6. The respondents rated this item on a similar scale of 1-5, where "1" represents lower ratings and "5" represents higher ratings. Sixty-four percent indicated a great deal or quite a bit of influence regarding benefits, 26 percent rated some, and 10 percent very little or none.

Table 4.6
How much do healthcare, retirement, and performance incentives influence your career choices?

Option	Number	Percent
None	3	2.3
Very little	10	7.8
Some	33	25.8
Quite a bit	47	36.7
A great deal	35	27.3
Total	128	100

When asked the importance of certain agency qualities or characteristics, 28 percent of the respondents selected police-community relationships. This suggests that even in an era where job seekers look for comprehensive benefit packages, police-community partnership remain important for those entering the law enforcement profession. See Table 4.7.

Table 4.7
When being recruited by an agency what qualities are you looking for?

Option	Number	Percent
Size of agency	14	10.9
Use of technology	1	0.8
Promotional opportunities	27	21.1
Movability	4	3.1
Comm. Police relationships	36	28.1
Equipment	1	0.8
In-service training	8	6.3
Benefits/Retirement	23	18.0
Salary	13	10.1
Overtime	1	0.8
Total	128	100

Best Practices

In speaking with recruiters across Michigan the Commission staff learned that many agencies had changed their recruiting practices by expanding outreach efforts, creating an internet presence, focusing on diversity, and working in partnership with community organizations. They indicated the use of the internet and social media seemed to yield the best results followed by outreach and improvements to the selection process. More specifically, the recruiters anticipated using specific strategies such as upgrading recruitment materials, using a variety of advertising mediums, attending more job fairs, placing more

focus on recruiting minorities and women, and enhancing or developing an internet presence. Website and employee referrals to family or friends seemed to attract qualified candidates as well. However, when asked to identify the level of employee involvement, few agencies put more than minimal effort into developing a plan to actively engage employees in the recruitment process.

Many agencies place emphasis on the agency "brand." An agency can have a negative or positive brand, or organizational culture, based on its reputation in the community. A brand can also be based on salary, benefits, community-police relationships, or equipment. If an agency is not aware of its brand an analysis of community police relations should be initiated to learn more.

According to Dwayne Orrick, Director of Public Safety, Cordele, Georgia, departments should develop a strong employer brand, create a facilitated process to obtain employee participation, identify candidate desire, and clarify the agency's unique characteristics.[15] In general, to be successful in recruiting and hiring, the research suggests that recruiters and administrators should:

- understand the perspectives of those who are under-represented through open dialogues and research;
- ensure consistency between agency actions within the community and the recruitment messages;
- align agency operations and culture to create an inviting work environment for minorities and women;[16]
- partner with community leaders in the recruiting process;
- mentor candidates through the selection process, academy, and field training; and
- consider diversity recruitment from a holistic perspective in terms of community relations, rather than an isolated, independent strategy.

Several Michigan agencies submitted information regarding recruiting practices and these programs are highlighted here. According to these agencies the approaches show promise but

one size does not fit all. Agency recruitment efforts must be designed to meet the individual needs of the agency and the community.

Michigan State Police[17]

MSP shared their recruiting strategies and practices, which are summarized as follows:

- MSP believes all members of the agency are recruiters. The department believes that current and retired members can best attract the best candidates.
- Representatives from MSP attend ALPACT meetings throughout the state. Their recruiting efforts are discussed and meeting members are encouraged to recommend candidates to the agency.
- MSP attends all veterans, job, and career fairs throughout the state.
- MSP Field Recruiters are instructed to personally contact and/or respond to a candidate's email or voicemail messages within 5 business days to ensure they have applied for the entry level law enforcement exam or to answer any questions they may have and maintain an ongoing mentorship throughout the application process.
- Partnerships have been established with colleges, universities, community colleges, faith-based organizations, and military bases to refer candidates interested in law enforcement to the agency.
- MSP hosts recruiting events several times a year in various locations throughout the state to provide information to potential candidates. It holds several recruiting events targeting underrepresented populations in law enforcement.

Ferndale Police Department[18]

Some agencies and potential recruits cite the cost of attending the basic training academy as a deterrent to becoming a police officer. In response, the Ferndale Police Department developed a partnership with a high school in the city of Detroit where it identifies students as early as ninth grade who take core subjects in conjunction with criminal justice courses.

Upon completion, students obtain a high school diploma along with an associate's degree in criminal justice. The student is then enrolled through one of Michigan's basic training academies.

Roseville Police Department[19]

The Roseville Police Department develops relationships with religious organizations in Detroit to specifically target under-represented applicants. They also outsource part of their recruiting and hiring efforts to a professional marketing firm. The firm targets specific groups through various media outlets.

Saginaw Township Police Department[20]

The department has had a Police Explorer Program for the past 25 years. High school and college age students participate in the program to obtain firsthand experience in police work. The program allows the department to evaluate the explorers for several years and to identify those who would be good recruit candidates. Over the years, many of the police explorers were hired by the agency. In addition, all police personnel are active recruiters. They identify potential candidates whom they would like to see working for the department and encourage them to make application. The agency posts information about their hiring process on its webpage and includes an application for interested applicants to complete and submit online.

Kalamazoo Department of Public Safety[21]

The department follows typical hiring strategies such as: recruiting at fairs, posting information on its website, and using social media. The agency emphasizes a community policing philosophy as it recruits potential candidates. During the hiring process a recruit will have access to and must complete the following tasks:

- attend an informational meeting so they know what to expect on the written test;
- participate in a ride-along and complete a community service assignment under the supervision of an officer.
- submit a written synopsis of their ride-along and community service experience, which is used during the final interviews; and
- learn about the department's commitment to community policing and cultural awareness.

Recommendations

Recommendation: Law enforcement agencies should create a sense of "community" both within the department and within the neighborhoods they serve.

Commentary:

Law enforcement agencies, as organizations, should have a sense of purpose as supported by established practices and directives. Agency administrators should establish an institutional belief system not only through official written directives and policies but also by creating a positive organizational culture. Respondents to the recruiting survey emphasize the importance of this concept and they want departments in their area to have those qualities. From an internal perspective, the department will operate better if officers have a sense of comraderie, reflect the values of the organization, and know their input into departmental protocols will be considered and taken seriously by the administration. This can build internal trust and can help turn a job into a profession with public service at its core. Job seekers are attracted to such working environments. Equally important, police departments should find ways to enhance trust and legitimacy outside the agency as well. That is, law enforcement should establish and maintain ongoing relationships and partnerships with members of the community, which justifies both organizational "purpose" and "practice." Based on this premise, hiring and recruiting strategies must be created with meaningful input from

community members. Residents have a sense of what their local police are all about and even an individual officer's occupational demeanor can influence their conceptualization in a positive or negative way. Traditional hiring practices must not be abandoned and recruiters should cast a wide net to attract a quality pool of applicants. But community members themselves perhaps have more of an influence with other community members on recruiting and word of mouth can be an effective hiring strategy. Agencies must recognize that residents can be effective marketers and that community partnerships can improve hiring practices, particularly when attracting local residents into the agency. Online social networks can be effective as well. Moreover, specific programs such as the Explorer's program, internships, reserve programs, and ride-along programs provide law enforcement an opportunity to observe job performance of those who are interested in the profession. These types of programs can also build the partnerships between the community and the police needed to attract quality candidates.

Recommendation: Law enforcement administrators should create an organizational image, or brand, that reflects contemporary policing practices and recognize the attributes of modern day job seekers.

Commentary:

Recruiting into the policing profession is more challenging than ever before. Today, agencies are in competition with the private sector, which can offer more attractive benefit and retirement packages. But law enforcement agencies, as part of the governmental structure, can offer applicants a sense of purpose and a sense of service to their community. Administrators should recognize that their organizational brand can be an effective recruiting strategy. For example, respondents to the recruiting survey say that police community

relations and neighborhood partnerships are the top qualities they look for in an agency. Moreover, the respondents to the community member survey rated honesty and integrity as the two top qualities they look for in police personnel. But at the same time potential recruits themselves have more choices than ever before when seeking employment. Young candidates have a sense of loyalty to family and have personal interests in their local communities. Consequently, once hired, it is not unusual for them to turn down overtime assignments or work longer hours per day to get an extra day off during the week to attend to personal commitments. Contemporary policing calls for unique skills and abilities, qualities such as adaptability, creativity, education, and communication, but recruiters must target a new type of job seeker in today's market. In doing so, agencies and officers should emphasize and promote the nobility of the profession and the potential for promotional growth within a fulfilling organizational culture. Specific strategies will differ based on the type and size of the organization and the demographics of the local community, but agency hiring practices should adapt to an ever-changing and more fluid recruiting environment.

Recommendation: Law enforcement agencies should find ways to diversify its workforce.

Commentary:

Ideally, law enforcement agencies should be able to recruit and hire from the communities they serve. The respondents to the community member survey want their local police to come from the community and want offices to have a genuine concern for local issues and problems that are important to them. Diversity generally means that agencies should reach out to minority groups in their recruiting efforts and the racial makeup of the workforce is an important consideration. But diversity should also be conceptualized in a larger sense,

moving beyond just race, and including community members with a wide variety of backgrounds, life experiences, worldviews, and social identity. Diversity can have positive effects not only in police-community relations but within the organization itself. Extensive research in the cognitive sciences demonstrates the importance of interacting with other beliefs systems in non-confrontational settings. The science also shows that better decisions emerge from wider worldviews. As such, a diversified workforce can perform more effectively in the community and establish the necessary partnerships to help make neighborhoods safe and secure. Recruiting practices should target a wide variety of perspectives and life experiences and recruiters should have a universal understanding of the meaning of workplace diversity.

Recommendation: Law enforcement agencies should stay engaged with recruits throughout the hiring process and respond to them in a timely and efficient manner.

Commentary:

In a perfect world police administrators would select quality personnel within an organizational framework unencumbered by existing systems and practices that may impede the hiring process. But often such practices can be oriented toward quantity rather than quality due to administrative and bureaucratic impediments such as cumbersome personnel practices, tight budgets, and scarce resources. Recruiters must remain vigilant in their efforts to attract and hire quality candidates but administrators should create an atmosphere that enhances the overall smooth functioning of the hiring and recruiting process. Hiring strategies that are time consuming and complex can cause job seekers to lose interest in a particular agency and look elsewhere for employment. Too many shortcuts can lead to hiring the wrong candidate but agencies should look for ways to streamline the process. Moreover,

recruiters should show genuine interest in potential employees and let them know that who they are matters to the organization. Time, effort, and commitment to just the right candidate can yield positive results for the long term. The idea is to increase awareness and interest and then cultivate the candidate by promoting the sense of purpose that the policing profession can bring to a candidate's life. Accordingly, the nobility of the profession should be marketed and recruiters should identify ways to sustain the interest of those who may be the best fit for their agency within that context. Recruiters must be trained to work within this dynamic.

Recommendation: Funding must be provided through the Michigan Commission on Law Enforcement Standards to assist law enforcement agencies with the cost of hiring and providing basic police training to law enforcement officer candidates from the local community.

Commentary:

In Michigan, the majority of individuals attending a basic law enforcement training academy are not hired as employed recruits before attending an academy session; rather they are students enrolled in police academies who pay their own tuition and expenses associated with attending the academy. This frequently results in a lack of diversity in available officer candidates. Residents around the state reported that a priority should be the recruitment of officers from the local community. By hiring local candidates and paying for their basic police training law enforcement agencies may avail themselves of a broader pool of otherwise qualified candidates who would be unable to pay for academy tuition and expenses, or who are unable to pay for the costs of obtaining a two-year degree as required for self-enrollment into a police academy. While agencies have indicated a desire to do this and have reported great success with locally recruited candidates, the level of reimbursement currently available to agencies through the Training to Locals portion of the Secondary Road Patrol and Training

Fund is inadequate to cover even the associated expenses. While the Training to Locals Fund may help agencies defray the cost of training employed recruits at the current level of available funding these reimbursements fall far short of the average academy enrollment cost of $6,398. In addition to the academy expenses, employed recruits must be paid at least minimum wage for all hours worked, which includes academy attendance. Law enforcement agencies must be provided additional funding support to recruit and train law enforcement officer candidates from the local community.

Recommendation: The Michigan Commission on Law Enforcement Standards must evaluate the Recognition of Prior Training and Experience Program (Waiver) and make the necessary modifications to reflect contemporary policing.

Commentary:

The Recognition of Prior Training and Experience program is a way for previously licensed law enforcement officers, either from Michigan or other states, to re-enter the profession and become licensed. The program is also available to recruit graduates who have yet to become employed and licensed as fully empowered law enforcement officers. After recruit training, graduates have one year in which to become licensed officers, but completing the RPTE program extends their eligibility. Given the potential for an updated job tasks analysis, and the recommendations contained in this report, some components of the RPTE program are in need of revision. The Commission should take the necessary steps to help ensure quality candidates, those who can work within the framework and context of community policing and community engagement, are selected to re-enter the profession. The Commission should also re-visit program entry requirements, training content, instructor qualifications, and other administrative issues that need attention in light of new research-based training methods.

Endnotes

[1] MCOLES Information and Tracking Network (MITN).

[2] See 38 U.S.C. §§ 4100-4114 (2011).

[3] Wilson, J. M. (2014). Strategies for police recruitment: A review of trends, contemporary issues, and existing approaches. *Law Enforcement Executive Forum, 14*(1), 78-97.

[4] Lam, N, Dyke, L, & Duxbury, L. (2012). Career development in best practice organizations: critical success factors. *Journal of Public Sector Management, Vol 29, No. 4,* (22-30).

[5] Brown, M. (1979). *Working the street: Police discretion and the dilemmas of reform*. New York: Russell Sage Foundation.

[6] United States Department of Justice. Community Oriented Policing Services. Hiring and Keeping Police Officers (2004).

[7] Copple, J. E. (2017). Law Enforcement Recruitment in the 21st Century; Forum Proceedings. (pp. 3-5). Washington, D.C: Office of Community Oriented Policing Services. https://ric-zai-inc.com/Publications/cops-w0830-pub.pdf.

[8] Ibid.

[9] Ibid., p.6.

[10] United States Department of Labor and Statistics. http://www.bls.gov

[11] United States Census Bureau. https://www.census.gov/quickfacts/table/PST045215/26,00

[12] Commission on Afforable Housing and Health Facility Needs for Seniors in the 21St Century. (2002). *Senior Commission Report*.

[13] In Michigan it is projected that over the next five years many more state government workers will become eligible to retire. The federal workforce is in a similar situation with an average of 32 percent of staff currently eligible to retire. GAO, 2013, Federal Workforce: Recent Trends in federal Civilian Employment and Compensation, GAO-14-215. Washington, D.C.: United State Government Accountability Office. http://www.gao.gov/assets/670/660449.pdf.

[14] Michigan Commission on Law Enforcement Standards—Recruiting Survey.

[15] Orrick, D. (2008). *Recruitment, retention, and turnover in law enforcement*. Alexandria, VA: International Associations of Chiefs of Police.

[16] Robinson, S. (2015). Rethinking recruitment in policing in Australia: Can the continued use of masculinised recruitment tests and pass standards that limit the number of women be justified? *Salus* (3), 34-56.

[17] Written information submitted by MSP F/Lt. Robert R. Hendrix.

[18] Phone interview with Ferndale Police Department Officer Janessa Danielson.

[19] Interview with Roseville Chief of Police James P. Berlin.

[20] Written information submitted by Saginaw Township Chief of Police Donald F. Pussehl, Jr.

[21] Written information submitted by Kalamazoo Department of Public Safety Capt. Stacey Randolph.

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CHAPTER FIVE

TRAINING

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Chapter 5
Training

Introduction

The Governor's Directive instructed the Commission to "consider and address evidence-based or research-based training requirements designed to enhance relationships between the community and the police." The Training work group addressed this aspect of the Directive and the Commission staff operated as its research team. They explored the academic studies in criminal justice and the cognitive sciences and investigated how the findings could be associated with law enforcement decision making and judgment. Specifically, the group examined research-based instructional methods and other training approaches to determine which worked best to foster public trust and confidence in law enforcement in local communities. This chapter explores what it means to teach officers how to make better decisions.[1]

In looking at the responses to the online survey Michigan residents tell the Commission officers should communicate more and learn how to de-escalate situations. They also believe the police should show more interest in the problems that are important to them.[2] The group therefore considered what the academic research had to say about how to improve judgment and reasoning, particularly in areas such as interpersonal communication skills and community engagement. The group started with the criminal justice research but soon turned their attention to the findings in the behavioral and cognitive sciences. Given the extensive research into how the mind works these studies are worthy of consideration and have important implications for police education and training. To change behavior, police instructors must shift from traditional learning methods and teach from a more evidence-based perspective.[3]

Fatal encounters among young African-Americans males and the police across the country, and the concerns voiced in many minority communities about their mistrust of law enforcement, provided a backdrop to the group's investigation. They focused on the factors that influence police discretionary behavior within this context and evaluated evidence-based instructional models designed to improve the quality of police decision making, particularly during police-citizen encounters. Per the Governor's Directive, the group narrowed its inquiries to implicit bias, interpersonal communication skills (de-escalation), and the response to those with mental disorders.

Although crime rates in Michigan match the national downward trend that began in the 1990s, public trust and confidence in the police has remained flat during this same time frame.[4] And in diverse communities law enforcement seems to be moving further away from the very citizens they are sworn to protect. Residents in Michigan tell the Commission that community engagement, procedural justice, and cultural responsiveness are serious issues that need attention at the local level. National and state crime trends help provide context for this report but residents care most about what happens in their own communities.

Police officers make important decisions every day. They are required to successfully and quite often independently respond to situations that range from the most serious and complex to the most mundane and routine. Decision making on the job requires an ability to use sound judgment and officers themselves will be the first to admit the choices they make are most often based on an intuitive feel for what is right or wrong.[5] But decisions have consequences. An officer's behavior at the scene often determines how a situation is ultimately resolved, which also affects other members of the community. Using sound judgment during

encounters with the public is crucial, particularly in situations that involve the use of force or the use of deadly force where rapid decisions take place under extreme pressure.

Moreover, there are serious challenges that face contemporary law enforcement and officers can do their job more effectively when they are seen as legitimate representatives of government.[6] This requires police officers to earn the public's trust and confidence when fighting crime and protecting their communities. This can best be accomplished when officers treat residents with respect, dignity, and uphold constitutional principles (procedural justice).[7] But legitimacy is not a one-way street. Once earned, residents must also be willing to accept the lawful authority of the police in their community. This only works if officers themselves are trained appropriately to maintain constitutional principles and treat residents fairly.

Often a resident's only interaction with the police is through a traffic stop or a call for service. Yet for others police-resident encounters can occur repeatedly, quite often in the form of invasive investigatory detentions and seemingly routine stops can sometimes escalate rapidly out of control.[8] Studies show that overly aggressive policing can break the trust between law enforcement and the community whereas lawful policing can build resident support and cooperation.[9] Maintaining trust and confidence must be part and parcel of an officer's operational demeanor. Meaningful training in impartial policing, cultural competence, and interpersonal communication are important first steps in reaching this goal.

An Historical Perspective

The call for law enforcement training is nothing new and a quick glimpse into the past can bring meaning and clarity to the current study. As long ago as 1929 President Herbert Hoover's Wickersham Commission wrote about the need for standardization and

professionalism in police recruiting and training. In 1967 President Johnson's Katzenbach Commission called for continuing education for officers and proposed additional funding for police training and crime prevention. In 1971, building on the two previous commissions, the National Advisory Commission on Criminal Justice Standards and Goals proposed that every state establish minimum basic training for law enforcement officers.

These national commissions made their recommendations in response to rising crime rates, particularly violent crime. In 2015 President Obama's Task Force on 21st Century Policing took a slightly different approach by focusing on ways to enhance public trust and confidence in law enforcement rather than talking about the reactive crime control strategies of the past. In general, the Task Force recommended continuing training and education in cultural competence, procedural justice, and implicit bias as a means to bring law enforcement and communities closer together. Although not everyone is in favor of federal government oversight of local policing, more recently the Department of Justice (DOJ) produced reports on police activities in Baltimore and Chicago. The reports highlighted inadequate training and supervision that resulted in unconstitutional police practices.

Over the years various ad hoc commissions at the state and local levels across the nation have used much the same template. Most call for additional police training. For example, after Michael Brown's death in Ferguson, Missouri, Governor Jay Nixon directed the Missouri Peace Officers Standards and Training Commission (POST) to formulate recommendations to increase training in key topic areas such as police tactics, unbiased policing, and officer well-being. The directive resulted in a project that updated training standards for incumbent law enforcement officers in Missouri.[10]

Despite the thoroughness of these reports, the final recommendations say very little about how training ought to be delivered or which training methods lead to positive behavioral change once an officer returns to work. The reports typically reference specific training content but offer little direction on how best to administer such training. A series of lectures on unbiased policing, for instance, will have little impact on performance once an officer is back on the job and responds to real calls for service. The challenge for instructors is to identify and implement specific training methods that truly influence police discretionary behavior for the long term. In the classroom they must find ways to move crucial information from short-term memory into long-term memory for later recognition and recall.[11] Unquestionably police training is important but equally important are the methods used to bring about improved performance as officers continue to gain experience on the job.

Background

Most in law enforcement recognize the importance of education and training and those entering the profession today are undoubtedly better prepared for policing than ever before.[12] Trainers increasingly blend topics such as interpersonal communication, cultural responsiveness, and procedural justice (fairness, dignity, respect) into their lesson plans and many look for ways to improve and expand such training. These topics represent the underlying characteristics of the profession rather than specific job tasks. That is to say expertise in law enforcement is not restricted to knowledge, skills, and abilities. For example, officers must understand the law, know how to make arrests, and operate an emergency vehicle, but competence also includes sound judgment, proper decision making, and being able to adapt to rapidly changing situations. These *cognitive* competencies must be an important component of law enforcement training for all topics.

But what are the cognitive competencies needed for effective policing? Michigan's job task analysis (JTA) helps answer this question by identifying the underlying characteristics (constructs) necessary for effective performance as a law enforcement officer.[13] These cognitive competencies include reading and writing ability, judgment, decision making, physical fitness, problem solving, communication, and so on. Essentially, these characteristics provide underlying support for knowledge, skills, and abilities. Officers who responded to the JTA rated interpersonal communication skills and decision making as the most important underlying constructs of the profession. See Table 3.1. For example, recruits are taught emergency driving but they must also understand when an emergency run is reasonable in the first place. When the Governor's Directive talks about impartial policing and implicit bias it is essentially addressing the underlying constructs of policing. These constructs are woven throughout the Commission's mandatory basic training objectives and act as "themes" that accompany a variety of training content.

Table 3.1
Underlying Constructs

Construct	N	Percent
Communication Skills	867	27
Decision Making	858	26
Job Experience	445	14
Multi-Tasking	329	10
Problem Solving	286	9
Legal Knowledge	220	7
Ethics	97	3
No Response	67	2
Physical Fitness	62	2
Total	3,231	100

n=3,231

Michigan statutes and administrative rules require those entering the law enforcement profession to satisfactorily complete at least 594 hours of basic training at an approved training academy. The training is linked to the essential job functions of police officers and the content is continuously updated. In the curriculum, ethics and interpersonal relations are located in the functional area called Patrol Procedures. This area includes topics such as ethics (4 hours), civil rights and human relations (2), cultural competence (8), interpersonal skills (8), civil dispute (1), victim rights (2), and the response to individuals with mental disorders (4). Some scenario training is mandated throughout the academy as well but training directors are encouraged to administer additional scenarios where needed.

A New Training Perspective

Since proper decision making is a key component of fair and impartial policing, the real challenge for instructors is to figure out how to improve an officer's judgment during police-citizen encounters. Moreover, poor judgment can undermine legitimacy. Therefore, the work group investigated training delivery methods best suited to improve judgment during these types of interactions. The theoretical and conceptual shift is from *what* an officer learns to *why* certain training methods are successful.

In general, creating positive behavioral change in areas such as cultural responsiveness, communication, and implicit bias requires an instructor to widen an officer's belief system (worldview) so better decisions naturally follow. Everyone has entrenched beliefs that form over a lifetime and law enforcement officers are no different.[14] In addition, psychologists claim that everyone filters information through a mental frame of reference so the world around them can support their existing beliefs.[15] For example, how an officer perceives the nature of sexual assault may affect how the victim and the police interact at the scene. If an

officer does not understand how victimization and trauma influence memory such misconceptions may affect the nature of the initial questioning and the subsequent criminal investigation. An officer's demeanor may make victims feel they are not believed or that they somehow contributed to their own victimization.[16]

Experiments in the neurosciences show that better decisions emerge from wider worldviews whereas narrow worldviews can lead to prejudice and stereotyping.[17] The scientific findings are compelling and the implications for police training must be considered. But changing a person's mindset is not easy. As discussed, it takes more than lecture and PowerPoint to accomplish this goal. During training police instructors must challenge an officer's underlying beliefs and make sure they match reality so better decisions can be made once back on the job. Translating the science into practice is complicated but in order to make a real difference police training must be interactive, experiential, outcome-based, and address the unconscious nature of judgment and reasoning.

Implicit Bias

Bias is a predisposition to deviate from reason. Biases originate from inaccurate mental associations, which influence thinking and provide a justification for behavior. *Implicit* bias is automatic and unconscious and often does not align with an individual's stated beliefs. For example, when people are asked a series of questions about ethnicity they have time to respond after a moment or two of reflection. But biases often emerge when the same people are made to answer very quickly.[18] When officers make intuitive decisions there is always a potential for prejudice and stereotyping to influence judgment.[19] Although the national training programs in unbiased policing generally focus on race and gender the cognitive scientists say that unconscious thinking affects all of one's reasoning.

With this in mind, the group explored the latest findings in cognitive psychology to understand its relevance to police decision making. Neuroscientists know more about the way the unconscious mind functions than ever before and their latest experiments show that judgment and choice are significantly more implicit than originally believed.[20] Decades of scientific research, recently supported by the latest advances in functional magnetic resonance imagery (fMRI), demonstrate the large extent to which the unconscious mind rules behavior.[21] Police training must factor-in this reality.

After years of experimentation psychologists Daniel Kahneman and Amos Tversky clarified the science for the general public. Their research shows that reasoning and decision making involve two mental systems of the brain—the intuitive and the analytical. The intuitive system is always active, it constantly monitors the environment, and it categorizes and organizes incoming information before analysis kicks in. The intuitive system determines the way a person views the world. Contrary to that, the analytical system is slow, lazy, and takes effort to engage, but it is necessary to ensure that one's intuitive judgments correspond to reality.[22]

For example, driving a car is mostly intuitive but multiplying two large numbers together requires the analytical. Both mental systems must work together to make rational decisions but all too often intuition comes first. Everyone is prone to jump to conclusions and they make decisions quickly based on information filtered through a personal lens.[23] One way to help overcome racial bias, for example, is for the analytical system of the brain to engage so the intuitive matches reality.

On the job law enforcement officers make intuitive choices all the time. When officers respond to a call they conceptualize the situation based largely on entrenched beliefs that are

formed over time through prior work experiences, socialization, and life encounters. But sometimes intuition and predispositions can lead an officer astray. For example, unconsciously associating crime with a certain ethnic group can influence judgment in a negative way during a police-resident encounter. This certainly does not mean officers are racist but because the human brain naturally categorizes information implicit beliefs about a minority group may affect a person's perception about an individual member of that group, especially when rapid decisions are being made.[24] These implicit associations underlie the criticisms leveled at the police by minorities for biased practices such as unconstitutional stops and racial profiling. They feel the police treat them differently because of their membership in a "group." Officers should not constantly second-guess their actions but they need to recognize the extent to which intuitive thinking can affect behavior. Law enforcement training plays an important role in this regard.

With this science in mind, the Department of Justice (DOJ) funded a training program in *Fair and Impartial Policing* (FIP). The program addresses implicit biases and the way unconscious thinking can lead to prejudice and stereotyping. The goal is to build community trust and improve relationships between the police and residents through a greater understanding of unconscious thinking and its influence on judgment and behavior. The training was created in partnership with Dr. Lorie Fridell and other national experts.

Recently, the Michigan State Police (MSP) adopted FIP training for troopers and command staff. In addition, the DOJ certified a number of troopers to teach the program. As part of the research for this report a Commission staff member monitored a FIP session and talked with the instructors about the program. They discussed the effectiveness of the training, shared general impressions, and talked about the challenges they faced as they

administered the training. Overall the sessions are going well, the feedback is generally positive, and the instructors acknowledge the value of the training. MSP's basic academy has introductory training in unbiased policing as well.

In 2014 the Kalamazoo Department of Public Safety invited Dr. Fridell to come to Michigan and train the department's supervisory and administrative staff in impartial policing. The agency then sent four of their officers to a DOJ train-the-trainer session to be certified to teach the program.[25] As a result, these trainers teach all new officers in their department about unbiased policing as well as other officers in the immediate area and beyond. These trainers also conducted an FIP session in the Kalamazoo Law Enforcement Training Center, which is the region's basic recruit academy. Evaluations from the recruits were mostly positive and the department hopes to continue this working relationship with the academy.

But at the same time, a packaged federal program may not be suitable for all law enforcement agencies. As with the community policing philosophy one size does not fit all and training based on national data may not meet the unique needs of individual agencies. Many departments have already implemented unbiased policing for its officers and may be ahead of the national program. And, the Commission itself is experimenting with a training module in impartial policing for recruit training, which may become mandatory in the near future. As discussed, the FIP program focuses on race whereas the brain science suggests implicit biases affect decision making in most other areas as well. Agencies need to provide training in impartial policing but they should select a program that works best for them and meets the needs of their members.

A Decision Making Model

Experts support interactive training techniques, based on adult learning theory, as the best way for officers to become proficient in the underlying constructs of the profession. Although recruit and veteran officers alike must learn basic information and mechanical skills, and continue to practice these competencies, they must also develop problem solving and critical thinking abilities to perform effectively. Interactive learning is often referred to as problem-based learning in the literature and is based on analyzing real-life problems under the guidance of an experienced instructor.[26] Although deliberate, step-by-step problem analysis is a very effective way to learn cognitive skills, officers simply do not have the time for such reflection when responding to calls once back on the job. The thinking process is much too slow to resolve real problems.[27] Instead, they make decisions based primarily on what they have done in the past. The shift in training, then, is for instructors to recognize this dynamic and prepare officers accordingly. Police trainers must revisit well-worn approaches of the past and challenge entrenched habits. When officers make decisions on the job they do not select the best option from a list and then proceed as they do in the classroom. Instead, they quickly choose something workable and practical based on past experiences because there is no time to do otherwise. Therefore, during training and on the job it is important for prior work experiences to be interpreted correctly. Officers need to extract value from both successes and failures and meaningful feedback from instructors, supervisors, and colleagues is necessary for officers to develop *informed intuition*.

Although some cognitive scientists have little faith in the accuracy of intuitive decisions, another line of psychological research helps to clarify how decisions are made by professionals in real-life encounters. The three-step decision making model displayed on the

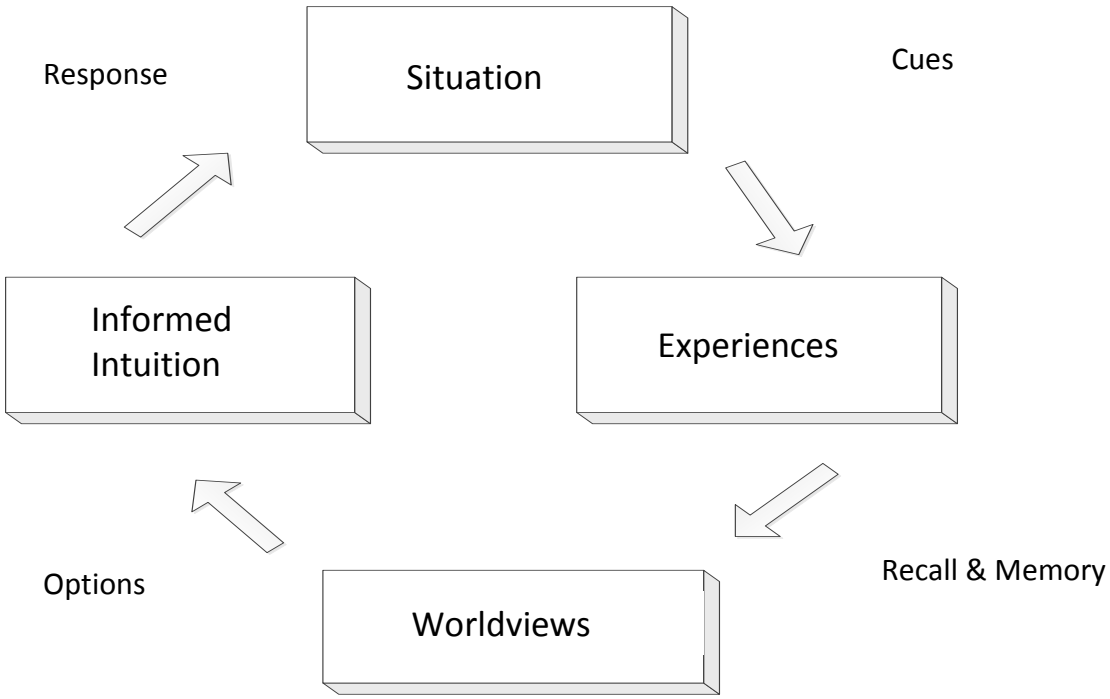
following page is adapted from *Sources of Power* by Gary Klein and *Peak: Secrets from the New Science of Expertise* by Anders Ericsson and Robert Pool. Their findings are based on decades of field research and represent the way professionals and first responders such as nurses, firefighters, and military strategists, make decisions in dynamic situations. In other words they took the science out of the lab and explored decision making in authentic settings. They discovered that decision making on the job is much more fluid than previously thought.[28]

In examining the decision making model in Figure 3.1, one can see that when officers respond to a situation they immediately compare input and cues to their past experiences. But this recall is usually filtered through an existing worldview so all information may not get to the officer's analytical system. By using intuition a small number of practical resolutions for the immediate situation begin to emerge. All this happens quickly, but when there is time for the intuitive and the analytical to work together, and when an officer has a wide worldview, better decision making takes place. In general, that's why an experienced officer usually has better judgment than a new officer in field training. Recruits have a tendency to analyze situations just like they did in training because there are no prior experiences to fall back on. Their responses can seem slow to experienced officers.

According to Klein's field research, decision making is primarily pattern recognition and recall.[29] Through repetition and over time an officer learns patterns and through patterns they make decisions moving forward. Analysis in the classroom, which is based on loading information into short-term memory, is different than analysis in real life. For example, patrol officers do not have the time to research the nature and extent of domestic violence while responding to an emergency call. This is the perspective police instructors must have when

designing their lesson plans or formulating training specifications, regardless of the topic or content. *Deliberate* practice is needed to hone basic skills such as marksmanship and driving so they become instinctual. But *procedural* practice through reality-based training is essential to improve judgment and decision making and create positive behavioral change when working the street.[30]

Figure 3.1
A Decision Making Model



Since "time" is such an essential component of decision making, the steps taken by an officer *before* handling a call are as important as the steps taken to handle the call itself. According to Professor James Fyfe, former trainer for the New York City Police Department, the perception of time can seem to slow down when officers use sound safety tactics. This gives the officer time for the intuitive system to call upon the analytical system, consider past

experiences, and weigh practical options. Michigan use-of-force experts and academy instructors agree with this concept. For example, rushing a vehicle on a felony traffic stop can speed up the perception of time and cause the situation to spiral out of control. Snap judgments are not always the best ones and it is always better to think things over to find practical solutions. According to the science, decision making works best when the intuitive and analytical have time to work in sync.

Historically police training has been characterized by classroom lecture and notetaking, but more recently instructors are increasingly using interactive learning methods that address intuitive thinking. Police trainers must increase their efforts in this area. Deliberate analysis is needed for learning in a controlled training environment but this process by itself does not match the realities of police work. The ultimate goal of modern police training, then, is to nurture the conditions for informed intuition, based on the meaningful interpretation of what worked, or did not work, in the past.[31] And, instructors should not overreact to mistakes made during training. Instead, they should consider mistakes as education for future success.

Interactive and analytical learning is great in the classroom but if instructors teach underlying constructs such as implicit bias, interpersonal communication skills, and cultural responsiveness they must do so from a slightly different perspective. As discussed, they must find ways to move information into long-term memory for recognition and recall at a later time. Instructors should cut back on lectures, when possible, and have meaningful conversations with the intuitive system of the brain during training.

Through continuing education *veteran* officers should evaluate past experiences and figure out how to do better. Instructors must design training methods that push officers out of their comfort zones and teach them how to mentally adapt to new and ever-changing situations.

Studies show that informed intuition can lead to new insights and honest "after action" de-briefs are essential for improving performance.

For *recruits*, meaningful work experiences can begin through participation in reality-based scenarios under the direction of a veteran instructor. Recruits need to derive real meaning from their performance in the scenarios so they can use this interpretive process throughout their careers. Then, as they gain experience on the job they can learn valuable lessons and get better at reading people and situations.

Training must include an opportunity to experience implicit biases and then provide officers with the flexible tools they need to avoid the pitfalls of faulty intuition. For example, a universal understanding of culture and ethnicity can lead to better working relationships in diverse communities. Overcoming biases is difficult to do but the research suggests a multi-step process for improvement. During training, officers must experience:

- personal biases and understand how they affect behavior;
- the analytical side of the brain to check the intuitive;
- other perspectives (challenge underlying beliefs);
- interact with other worldviews in informal settings; and
- meaning and value from prior work experiences.

In other words, everyone should acknowledge and experience their own unconscious biases, take the time to think things through, and interact with other cultures in non-confrontational settings. Through repetition and training these mental steps can become automatic (cognitive self-change).[32] Instructors must understand these concepts so they can teach officers how to look inward and self-evaluate. Then, when rapid decisions take place in real life or on the job they will emerge from a more universal understanding of the world.

Responding to Individuals with Mental Disorders

The work group explored the latest research on mental health issues and isolated the concepts most relevant for a proper law enforcement response. Although this examination was by no means exhaustive some commonalities emerged from the research. In general, officers must be trained to recognize behavioral cues at the scene, understand practical alternatives to arrest and the use of force, and treat those with mental disorders with dignity and respect.[33] In training, instructors must explore an officer's underlying beliefs (worldview) regarding cognitive disabilities as such conceptualizations will influence the decisions he or she makes on the street.

Mental health professionals do not always agree on how to define specific mental disorders and some of the classifications offered by diagnosticians tend to overlap.[34] At the same time law enforcement training in this area must be straightforward and provide "bright line" rules of engagement for officers. Police officers need not become clinicians but they must know what is expected of them and what actions to take at the scene.[35] Understanding the true nature of mental disorders and accurately interpreting specific behaviors can significantly improve the quality of the initial response.

Those with mental disorders who encounter the criminal justice system are often referred to as *consumers*. The general public believes most consumers are out of control, commit violence, or are extremely aggressive. These misconceptions are reinforced by negative stereotypes in movies, books, or in social media where consumers are often portrayed as serial killers or sadistic sexual offenders. Law enforcement officers are not immune from such socializations. Even though an individual in mental health crisis can be dangerous, the research shows that most persons with mental disorders are not criminals and most are not

violent.[36] Officer safety and the welfare of the public should never be jeopardized or compromised but for law enforcement the challenge is to maintain an effective balance between protecting the officer and at the same time meeting the special needs of the consumer, without sacrificing community expectations or the principles of procedural justice.

Moreover, the initial encounter with law enforcement may determine the success of subsequent interventions as the consumer moves through the criminal justice and mental health systems. Refined observational skills allow an officer to act more deliberatively so practical resolutions and interventions can be considered as the situation unfolds. Negative stereotyping must not get in the way of proper decision making and innovative de-escalation strategies work because consumers have unique needs. Training can improve an officer's ability to read a situation, dial in the analytical, and accurately identify appropriate resolutions in these types of encounters.

Responding officers must be trained to treat consumers with dignity, respect, and as valued members of society.[37] They must maintain constitutional protections but recognize that irrational behaviors at the scene are most probably due to society's marginalization of consumers. The stigma of mental disorder can manifest itself as extreme shame, guilt, or low self-esteem. Interacting with a consumer in crisis requires honesty, patience, and understanding and extra care must be taken by officers to open the lines of communication.

Officers must be trained to use calm tones, speak clearly, listen, and offer unambiguous choices to the consumer (de-escalation techniques). They must recognize that if a consumer ignores their commands it may be due to the underlying disability rather than a challenge to their legal authority. Consumers may even misinterpret tactical positioning or the flashing overhead lights of the patrol vehicle as personal threats, rather than officer safety strategies.

Although those with mental disorders must be held accountable for their criminal actions, officers must recognize that arrest, incarceration or getting them "out of sight", are not always the answers. And, consumers must not be arrested for "being mentally ill." Instead, officers must consider jail diversion options such as voluntary hospitalization, outpatient treatment, residential programs, or counsel and release, when possible.

The research shows that the system's response operates best when a responding officer works collaboratively with mental health practitioners and other professional advocates in the community. This concept forms the basis for the national Crisis Intervention Team (CIT) training and the Mental Health First Aid programs adopted by many agencies across the nation.[38] Police-professional partnerships are important for an effective response to consumers but each community in Michigan is unique in its ability to provide relevant services. Resources are dependent upon socioeconomic demographics, the availability of emergency psychiatric services, local practices, and organizational policies and procedures. Moreover, mental health diversion is often complicated because most hospitals do not accept consumers who have been drinking or are on drugs or do not have the ability to pay for treatment. Officers must be taught how to perform effectively within these frameworks.

In 2008 the Michigan Legislature appropriated funding for the purpose of providing cross-disciplinary training in the system's response to those with mental disorders (163 PA 210). The target participants included those from law enforcement, mental health services, local jails, corrections, and other relevant community partners. The overall goal was to improve the effectiveness of diversion programs used by professional first responders. The Michigan Department of Corrections was the original recipient of the funding, but, through an inter-agency appropriation the Commission took the lead on the project. Over a period of three

years, the Commission trained over 3,500 incumbent officers in the response to those with mental disorders. The Oakland County Sheriff's Office, among others, provided valuable assistance and direction as the program was developed. The training was shown to be effective by student evaluations, feedback from the instructors, and legislative oversight. A model policy and an in-service training guide are available on the Commission's website.

Deadly Force

The way residents view the use of force and the use of deadly force by the police in their community affects their overall level of trust and confidence in law enforcement. Officers need the tools to work effectively with residents in their area but in light of deadly police encounters across the country understanding how officers make decisions in such situations is crucial for training. The details of each deadly force incident differ and the Commission makes no judgment in this report regarding specific officer involved shootings here or in other states. Rather, the Commission staff focused on how officers can make better decisions in these types of incidents, which in turn can save lives and strengthen the ties between law enforcement and communities.

Police shootings are rare but they are likely the most critical encounter an officer will face during a career. Effective performance in high risk situations is of the utmost importance. Under extreme stress the decisions an officer makes will be driven almost entirely by unconscious intuition, impulse, and habits.[39] Officers must be trained in a way that best prepares them for rapidly unfolding encounters where reflective thinking is impossible. Equally important, trainers should remind officers that situations do not always have to reach the level of "implicit decision making" if they use sound safety tactics in the first place.[40]

Firearms training must require officers to demonstrate knowledge and skills under stress. If reality-based exercises and role-play scenarios are administered properly officer safety tactics can become habitual and instinctual over time. Scenario training should include a variety of fact patterns and performance needs to be de-briefed thoroughly through student-led conversations. The literature refers to this method as *stress inoculation*, which is based on deliberate practice and rehearsal.[41] Although applying too much stress in training can be counterproductive officers need to be exposed to the realities of deadly force encounters so once on the job appropriate steps can be taken to allow the analytical side of the brain to become engaged, if possible. Moreover, officer safety tactics, de-escalation techniques, and deliberate practice can slow the perception of time so appropriate decisions can be made. When this is impossible, or when officers are acting entirely on impulse, good decisions can still be made if worldviews are wide enough and sophisticated enough to avoid stereotypical thinking.

The Commission is currently re-evaluating its firearms training for both recruits and active-duty officers from this new perspective. The challenge is to take the latest findings in psychology and turn them into practice. The Commission obtained input from experts in law enforcement, evaluated agency best practices, and met with firearms instructors across the state to help refine its thinking and provide direction. A site visit to each academy took place and discussions with firearms trainers and subject control instructors resulted in helpful feedback on how to make training more realistic. Their input was an important part of the research and continues to help maintain the validity and legitimacy of Michigan's mandatory firearms standard.

Firearms experts say that the decisions made during high risk encounters can be more effective when officers acquire an *unconscious competence* that matches the practicalities of real life.[42] Based on the research the Commission staff made modifications to the existing firearms standard and is now preparing for pilot testing at select academies.

The pilot firearms training consists of three components intended to develop shooting skills (drills and course of fire), cognitive skills (decision making exercises), and behavior (scenario training). All three components must come together in order to perform properly under pressure. Shooting skills include dynamic physical drills and a live fire pass/fail qualification course. Cognitive skills include a wide range of law enforcement dimensions, including law enforcement authority, tactics, communication, and proper decision making. Reality-based scenarios are then used to place these skills into real-world context. Scenarios are important because hands-on practice, coupled with an opportunity to analyze behavior, leads to better performance on the job.[43]

To some extent, drills and scenario training have always been part of academy training so there have been no major changes to the existing concepts. Instead, the intent is to standardize the training and modify instructional models that reflect the latest research in psychology and criminal justice. The three components are:

I. Dynamic Drills:

- Essential skills and tactical concepts, ranked in order of importance
- Less-lethal munitions and/or simulator to facilitate drills

II. Pass/Fail Course of Fire:

- 65-round course of fire with CQC tactics and techniques
- Moving off line, hip and point shooting, shooting while moving, etc.
- Use of a handheld flashlight while shooting

III. Decision Making Scenarios:

- Dangerous patrol circumstances, ranked in order of risk
- Realistic scenarios based on actual law enforcement situations
- Less-lethal munitions and/or simulator to facilitate scenarios
- Scenarios used as an assessment of performance

To build unconscious competence in close-quarter-combat (CQC) situations, officers must demonstrate the dynamic CQC responses at realistic speeds. This can be safely achieved through mechanical drills using less-than lethal technology. Over time and with enough practice officer safety tactics can become automatic and habitual, which is essential when performing under extreme stress.

The 65-round course of fire consists of 5 stages, which range in distance from 2 yards to 15 yards. The course of fire also includes multiple targets, movement, threat-focused shooting, and precision shooting along with low-light fire with flashlights. These stages are supported by current FBI statistics regarding officer-involved-shootings.

The scenario component involves deadly force decision making during realistic situations while using non-lethal munitions and/or video simulations to experience and demonstrate proper judgement under stress. This provides an opportunity for instructors to evaluate competency and then offer immediate and meaningful feedback to the participants, after a student led discussion.

Firearms training should be ongoing throughout an officer's career and must be conducted in a safe training environment. As training becomes more comprehensive and realistic, the amount of safety measures in place needs to increase proportionally. To enhance officer safety during hands-on training in firearms instructors must take full advantage of available and evolving technology, as well as other innovative training methods that may not involve

the use of live ammunition. Learning practical skills, like shooting on the move and shooting while tactically using a flashlight, can initially increase risk on the range.

Innovative training methods, other than live-fire on the firearms range, can greatly enhance officer safety while initially learning and practicing these important skills and techniques. This includes the use of less-lethal weapons that fire marking-cartridges, laser-based devices, interactive video scenarios, reality-based scenarios with role-players, and so on. The various facilities used for hands-on training involving force-on-force scenarios with marking cartridges, live fire training involving movement and shooting at various angles must be able to safely accommodate the type of training being conducted.

The firearms standard is still under construction and will undoubtedly evolve as the Commission begins to implement the recommendations of this report. Designing training that is evidence-based helps ensure the recruit delivery system functions as intended.

The Outcome-Based Learning Model

Outcome-based learning is results oriented where training strategies are shaped by desired behavioral outcomes. It includes the demonstration of competency through performance and should be the ultimate goal of police trainers and educators. How officers perform during police-citizen encounters defines the level of procedural justice in their communities.

The latest findings in the cognitive sciences provide an underlying justification for using outcome-based learning methods as much as possible during training. The educational experts refer to this as the "affective domain" of learning and the implicit nature of decision making must be addressed in the classroom.[44] If trust and legitimacy are to be fostered in local communities officers must have the skills they need to actively engage residents with this common goal in mind. Worldviews can be created (or modified) by teaching officers to

think consciously and analytically about situations and then putting this process into practice on the job.[45] For example, instruction can be based on case studies, paper-based scenarios, and class discussions all intended to bring meaning to past work experiences. Police trainers will never know what is going on in the minds of their students unless they initiate a conversation with them.[46]

In the classroom, unlike the policing environment, officers are given the time to use abstract thought and perceptual reasoning to figure things out under the guidance of an experienced instructor. Interactive learning is a proven way to acquire basic skills and knowledge. But outcome-based learning should be part of the training as well because it has the potential to change behavior once an officer returns to work or begins a career in policing. It broadens worldviews by challenging perceptions and underlying beliefs so the right intuitive choices can emerge for the right reasons. Broader frames of reference lead to better decisions. Better decisions, in turn, lead to public trust and confidence.

Outcome-based training duplicates real police experiences and builds behavioral change into the learning process. For example, reality-based scenarios can function like on-the-job training even though the situations are artificial and the role players are not real victims, complainants, or suspects. Agencies and academies will not always have the time and resources to administer authentic role-play exercises, but behavioral change should be the ultimate goal. Although a range of interactive training approaches can be used, instructors must observe and evaluate performance and actions in contextual settings, particularly high risk/high stress situations like vehicle pursuits or officer-involved shootings. And, when performing in scenarios, officers can make mistakes in a controlled and safe environment under the watchful eyes of the instructors.

Immediate evaluative feedback is crucial for this type of learning experience. Instructors can explore mental perceptions and underlying belief systems by first prompting officers to articulate their thoughts and emotions about their performances in the exercises and, then, engage in student-led discussions. Practice and rehearsal alone, without immediate feedback, will not lead to success.[47] Feedback improves judgment by challenging entrenched habits acquired over time. Outcome-based learning can help officers recognize relevant information, interpret past work experiences, and read behaviors at the scene, just as they will do on the job. Many instructors believe that, if scenarios and practical exercises are administered properly, strategies and tactics that are successful in training have a chance to succeed in the field as well.

At the same time basic knowledge and perishable skills should never be ignored or overlooked. In fact, it may be impossible to perform competently without fundamental skills and abilities. Training for active-duty officers should target the higher levels of cognitive processing, especially when building competencies in subjects like unbiased policing, interpersonal communication, and procedural justice. Fine motor skills will need to be reinforced and practiced because they deteriorate over time, but more emphasis should be placed on procedural learning. For example, in firearms training it is important for an officer to place shots accurately on a target, but it is equally important to understand the legal authority to apply deadly force in the first place.

During training the gap between desired behavior and actual behavior should be shortened and the scenario process itself should not become too mechanical. Officers must actively apply training content, make decisions in context, and reach a desired outcome, all under the guidance of an instructor. Over time officers will encounter a wide variety of circumstances

and similar types of calls will eventually form recognizable patterns. Police trainers must understand this dynamic.

Instructors must talk with the participants about their performances as part of a feedback and assessment process. They should re-affirm goals and objectives and explore behavioral cause and effect by evaluating outcomes. A variety of alternative resolutions to a situation should be discussed, if several exist, and the participants must understand the importance of making mental and physical adjustments under pressure. Appropriate feedback and student-led discussions can give instructors a greater understanding of the officers' implicit attitudes and confirmation biases, so an improved framework for measured analysis and controlled response can be constructed.[48]

The cognitive sciences validate outcome-based learning as a viable instructional model for law enforcement training for both recruit officers and seasoned veterans. Officers come from real-life experiences, enter a contrived training setting, and, then, return to the real world. Instructors have a limited amount of time to improve decision making in the classroom and underlying attitudes cannot be changed overnight. If programs designed to foster community trust and police legitimacy are to succeed, officers must understand there are consequences to their performance, consequences that may surface later on-the-job. Training in the classroom eventually gives way to the realities of working the street. Role players in contrived scenarios become real victims with real problems once back on the job. Officers must have the necessary skills and abilities to interact effectively and meaningfully with the citizens they serve.

Although more experimentation is needed, and the current research continues to evolve, the Commission believes there is meaningful connection between brain science and law enforcement training, particularly in areas such as implicit bias, de-escalation, and

interpersonal communication skills. Maintaining evidence of validity through academic research can help ensure the training delivery process functions as intended.

Recommendations

After a review and consideration of the research, both in criminal justice and the psychological sciences, the Training work group offers the following recommendations for the Commission's review and consideration.

Recommendation: The Michigan Commission on Law Enforcement Standards should update the Statewide Job Task Analysis for the positions of police officer, law enforcement supervisor and manager, and reserve officer.

Commentary:

The MCOLES statewide job task analysis (JTA) identifies the essential job functions of the positon of police officer in Michigan. These core tasks, in turn, provide validity and legitimacy to all medical and non-medical entry-level standards for candidates wishing to enter the policing profession in Michigan. The previous JTA was completed at the end of 2006 and the task inventory should be updated to include new responsibilities since that time, particularly in areas such as social media, modern technology, and Big Data. For example, officers increasingly respond to offenses, such as identity theft and cyberbullying, and updating the JTA will provide an examination of the changes to police tasks that have taken place during the last ten years. Because all MCOLES medical and non-medical standards must be linked to the essential job functions of the profession, the results will provide a basis for the modernization of the Commission's standards and will help provide a solid defense to potential legal challenges to their legitimacy and validity. In addition, the Commission now

has the statutory authority to establish standards for reserve officers in Michigan. As with licensed law enforcement officers, the essential job functions of reserve officers must first be identified before standards are designed, implemented, and, eventually, become a statewide mandate. The Commission should also include essential job functions for the positions of law enforcement administrators and first-line supervisors as their responsibilities differ significantly from those of a line officer.

Recommendation: The Michigan Commission on Law Enforcement Standards should require in-service training (continuing education) for all licensed law enforcement officers in the state and connect the requirement to continued licensure.

Commentary:

Michigan is one of only six states in the nation that does not require mandatory in-service training for active-duty law enforcement officers. The Michigan Justice Training Fund provides financial support for in-service training Michigan. Agencies can take advantage of this program, but continuing education is not a mandate. The two components of the funding process include the Law Enforcement Distribution (LED) and the Competitive Grant Program, both administered and distributed through the Commission. This funding helps, but the amount of in-service training in Michigan is left to the prerogative of individual agencies. Given the responses to the survey that call for additional training, and considering the research on judgment and decision making, the Commission should begin a process to bring about an in-service training requirement in Michigan. Such a mandate should be tied to continued licensure as a law enforcement officer. More specifically, within the context of the Governor's Directive and what residents are telling the Commission, officers should understand the extent to which implicit and unconscious thinking can affect behavior and

decision making on the job, particularly during police-minority encounters. Police officers make important decisions every day and if they want to perform better, they must recognize the factors that influence their judgment and reasoning. Decision making on the job is based almost entirely on how an officer filters and categorizes information and how he or she interprets past experiences. Unconscious biases can lead an officer astray not only in areas of race and stereotyping, but also in all other areas of decision making. Officers should have a basic understanding of this dynamic, which influences thinking in many areas of law enforcement, like the use of force and deadly force, sexual victimization, domestic violence, child abuse, and so on. Mandatory in-service training should also include high-risk areas of policing, including officer safety, subject control, emergency vehicle operations, firearms, and the response to those with mental disorders. Implicit thinking also affects these areas, especially if an officer has to make rapid decisions under extreme stress. The ultimate goal is to develop informed intuition so better decisions can be made moving forward. Officers should also be provided with the tools they need to help overcome biases and stereotyping.

Recommendation: The Michigan Commission on Law Enforcement Standards should require all academy instructors to satisfactorily complete a mandatory instructor school with emphases on evidence-based teaching methods and classroom facilitation skills.

Commentary:

Currently the Commission does not require instructor certification for those who teach in the basic recruit academies, although there are minimal requirements for those who are the primary instructors of skills such as firearms, subject control, and emergency vehicle operations. Most instructors possess the requisite expertise, experience, and content

knowledge in their topic, but the quality of training is only as good as those who actually conduct the training in a learning environment. Instructors need the necessary facilitation skills to be effective and to create the desired behavioral outcomes officers need to perform well on the job. Instructors must be well grounded in the principles of outcome-based learning and be familiar with the latest evidence in the psychological sciences regarding decision making and judgment and their connection to learning and training. Police work ultimately comes down to one-on-one interactions between officers and residents and the quality of those encounters often determines the nature and extent of the relationship between the police and the communities they serve. Instructors must know how to improve the performance of their students from a new perspective, one based on the psychological sciences, and re-examine old training methods. To address the necessary underlying characteristics of the profession, traits like fair and impartial policing, procedural justice, unbiased policing, and proper decision making, instructors must have the ability to bring about positive behavioral change once an officer returns to the job and responds to real calls for service. Instructors must move beyond PowerPoint and lecture and be familiar with the use of interactive and innovative teaching methods to bring about such outcomes.

Recommendation: The Michigan Commission on Law Enforcement Standards must examine the current structure of recruit training, and the mandatory basic training curriculum, so the maximum benefits of outcome-based learning can be achieved.

Commentary:

Basic academy training directors, and their instructional cadre, must have ample opportunity to implement dynamic and interactive training in the classroom and must be able to realize scenario-based training and outcome-based learning as ultimate goals. Moreover, the

Commission must assure the training administered at the recruit level actually matches the realities of working the street. Mechanical skills and basic knowledge must continue to be taught, but, by the conclusion of training the recruits must have the proper mindset to perform at an effective level as they enter field training. Students must understand how decisions on the street may differ from contrived scenarios in the academy and recognize how their judgment and reasoning can be affected by influences like implicit bias and unconscious thinking. The science demonstrates that better decisions emerge from wider worldviews and both trainers and students must understand this dynamic. They must also understand the importance of interpreting their experiences on the job by obtaining feedback through self-assessment, input from colleagues and supervisors, and through law enforcement training so the right decisions can be made for the right reasons. The Commission can help in this regard by ensuring the structure of the academy is such that this training perspective becomes a reality.

Recommendation: Basic Academy Training Directors, with the assistance of the Michigan Commission on Law Enforcement Standards, must find ways to introduce the students to other worldviews and other beliefs systems in non-confrontational environments as part of recruit training.

Commentary:

The latest findings in the psychological sciences indicate that one's view of the world can become more universal through positive contacts with other belief systems, other cultures, and with those who think differently than he or she does. This contact must occur in an environment where a true exchange of views can take place. This is one way to avoid the pitfalls of faulty intuition, which often leads to inappropriate stereotyping and bias. Recruits often do not have an opportunity to interact with those with diverse belief systems. Both the

Commission staff and the training directors must work together to enable students to interact with the public through assignments, projects, practical exercises, or just casual conversation to help widen worldview. This helps avoid potential unconscious biases that creep into decision making and judgment.

Endnotes

[1] Because this report is for the general public, the endnotes in this chapter are kept to a minimum for the sake of clarity. To examine the full range of peer-reviewed studies, and other sources that support this research, see Chapter 7 (Bibliography).

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CHAPTER SIX

NEXT STEPS

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Chapter 6
Next Steps

Introduction

Chapter 2 (Public Forums) summarizes the comments from the public regarding the level of trust and confidence they have in the police in their area. The Commission used a method called concept mapping to create a pictorial that organizes and displays the statements of those who participated in the sessions. Chapter 3 (Community Engagement) summarizes the results of the community member survey, which generated 5,875 responses. The Community Engagement work group evaluated the statements and responses to the survey's open-ended questions (qualitative data), and used conventional statistical methods to analyze the categorical responses (quantitative data), to learn what residents were telling the Commission. Chapter 4 (Recruiting) addresses the challenges of recruiting and hiring and the Recruiting work group members evaluated the responses from a student online survey to help formulate their findings. Chapter 5 (Training) explored the academic literature in both criminal justice and the cognitive sciences to reach conclusions about research-based training methods.

All the work groups relied on the academic research and input from law enforcement agencies to assist in their investigations and inquiries. Further, all three groups offered a set of recommendations for the Commission's consideration based on their work. This chapter explores the next steps. It discusses how an agency, working in partnership with community members, can measure the quality of police-community relations in its jurisdiction within the context of the Commission's recommendations.

Table 2.2, and the concept map in Chapter 2, portray the statements of residents from various geographic locations across Michigan. This input, along with the results of the community member survey, help ensure the Commission's recommendations are legitimate

and valid. But in order to move forward, law enforcement agencies and their communities must be able to identify a baseline level of existing services by the police in their area and then focus on gaps in services as well as successes. Only then can both residents and law enforcement formulate specific strategies and tactics to address the very issues that are important to residents at the local level. This chapter describes analytical methods that can be used for such measurements, but it is crucial that residents and law enforcement work in partnership in this endeavor.

In formulating their recommendations, the work groups also considered input from law enforcement departments and agency administrators. Through written testimony, personal interviews, and site visits, these professionals told the Commission about successful community engagement programs and promising recruiting and hiring practices used at various agencies. Several chapters of this report highlight these programs. Moreover, four years ago Governor Snyder's Council on Law Enforcement and Reinvention (CLEAR) asked the Commission to conduct research and submit recommendations about advisory best practices for law enforcement agencies in Michigan. CLEAR settled on six major recommendations, which include, a) professionalism, b) community outreach, c) training, d) public safety, e) leadership, and f) legal matters. These agency best practices complement the findings and recommendations of the present report.[1] It is interesting that both residents and agencies are in sync in their thinking regarding the nature of police-community relationships.

Commission Recommendations

The Commission's recommendations are organized into eight major categories, or groupings. These categories reflect the priorities of the community members as voiced at the public forums and through their responses to the community member survey. All major groupings,

and the statements contained therein, are essentially ways to strengthen trust and confidence in the police and the strategies necessary to form meaningful police-community partnerships to help ensure safe and secure neighborhoods. The groups and the statements form the basis for the Commission's recommendations. The major groups are:

- Visibility (Community Interaction)
- Community Outreach
- Diversity
- Recruiting
- Media
- Training
- Police Interaction
- Behaviors

As discussed in Chapter 2, each major group contains several sub-categories (individual statements) that can be used for baseline evaluation and measurement. In other words, input from the public can be used as a starting point to determine the extent to which a police agency addresses local needs. What follows is a discussion of each major group.

1. Visibility, as defined by residents, means officers being out and about in the community, building relationships, interacting with youth, and focusing on the issues that are important to residents. What is clear is that residents are telling the Commission that stronger connections are needed between the police and community members. Officers should get out of their cars more, increase their interaction with the elderly and youth, and focus on local issues that resonate most with residents in communities. As discussed in Chapter 3 (Community Engagement), the real value of police-community interaction is its ability to form the necessary partnerships needed to help neighborhoods remain safe and secure. Despite what is depicted on television shows, with their emphasis on scientific tests conducted in laboratories, most crime is solved by simply talking to people. Based on

community input, it is clear that increased police-community interactions can go a long way to improve a community's trust in the police in their area.

2. *Community Outreach* is defined by residents as community programs such as T.E.A.M., Shop with a Cop, Neighborhood Watch, Citizens' Academies, and other formal community engagement programs. This group of statements from residents refers to scheduled or planned events that either originate with the residents themselves or are created by the local police agency to strengthen ties with their communities. Community Outreach is distinguished by residents from one-on-one relationships (referred to in the "visibility" group) in the sense that these programs are typically structured and planned, where officers usually interact with groups of residents rather than having casual conversations with one or two residents. Since community policing is a two-way street, such programs can lead to improved communication between officers and residents and can help break down the barriers between the community and the police. Police administrators know that building trust through two-way communication is essential. Even training programs that teach citizens what police officers do, and why they make certain decisions in certain circumstances, are meaningful ways to inform community members. Residents tell the Commission that these programs have merit, but agencies and community members must ensure that all in the neighborhood have an opportunity to participate. For example, Citizens' Academy has shown promise, but are typically attended by the older generation, not youth. These programs are dependent on funding, so in order to take these actions, acquiring funding will also be a necessary step.

3. *Diversity* refers to how officers interact with minority or marginalized members of the community. Residents say officers should understand different cultures and interact informally with different ethnicities, but diversity goes beyond just race and gender. The statements from the

residents make it clear that they conceptualize diversity as officers performing honestly and with integrity and decisions should be made fairly regardless of the nature of the police-resident encounter. Residents want officers to be role models both on and off duty, who do not confuse fear with aggression during investigatory stops or formal encounters. Diversity really gets to the heart of procedural justice and residents want officers to treat everyone with dignity and respect.

4. Recruiting strategies should be designed in partnership with community members and police agencies should reflect the populations they serve. In general, residents want diversity in the police workforce, as do police administrators, and they tell the Commission that agencies should even recruit from disciplines other than criminal justice. Hiring practices must identify qualified candidates who will contribute to organizational effectiveness and legitimacy, and also reflect the values of the community, the police agency, and the profession. Strategies must be developed, in partnership with community members, for recruitment and personnel development, which identify candidates with integrity who will be closely aligned with organizational mission and goals. Contemporary policing calls for unique skills and abilities and residents call for competencies in areas such as communication, problem solving, and decision making.

5. Media strategies are conceptualized by residents in terms of transparency and making law enforcement objectives and goals known pubically. Residents suggest agencies use media spokespersons to communicate with the public, but do so in an honest and transparent manner. Moreover, many law enforcement policies and procedures should be shared with residents and a variety of social media methods can be used to get the message out. Millennials frequent YouTube, text, and unquestionably obtain much of their information

about the world around them through Twitter and Facebook. Agencies should take advantage of technology to reach this demographic. Residents also want to know where crime hot-spots are and want officers to share crime prevention information through blogs or agency Facebook pages.

6. Training refers to continuing education in de-escalation, sensitivity, communication skills, and unconscious biases. Residents want agencies to ensure officers can perform appropriately in today's environment, particularly within the context of community engagement and community policing. Residents also believe that officers need training in crisis intervention and customer service skills, which, in turn, lead to increased trust and confidence in the police in their area. Residents say officers should be required to attend periodic in-service training so they can be updated in the law, learn how to make better decisions and practice mechanical skills that may deteriorate over time, like driving and shooting. Police experts support continuing education, but recognize that funding can be a barrier to reaching this goal.

The Commission has promulgated a set of advisory in-service training standards for active-duty law enforcement officers.[2] The standards are in the form of training guides for police instructors and trainers. These training guides include Firearms, Officer Safety, Emergency Vehicle Operations, Subject Control, Legal Updates, and the Response to those with Mental Disorders. Policing competencies must be improved through training and then reinforced throughout an officer's career in order to for the officer to handle the increasingly complex nature of law enforcement work. But the emphasis for in-service training should be on judgment and decision making, particularly in high-stress situations, so seemingly routine encounters do not escalate out of control. Again, agency budgets are affected when sending an officer to

training and then filling his or her position while in attendance. Resource allocation is an issue and funding must be factored into planning. Likewise, the current lack of funding must be acknowledged during baseline measurement.

7. *Police Interaction* is seen by residents as creating a positive police culture, with the community and its residents as the main focus. This strengthens and clarifies the roles and expectations between the police and the community. Residents also want the police to take their concerns seriously. Residents want officers to speak out when one of their own is engaged in wrongdoing. They want the police culture to be based on honesty and integrity, which can affect the nature of police-resident encounters in a positive way. Residents tell the Commission they feel as though they are not a priority for the police and they want more transparency when it comes to policing practices and procedures. Police administrators support these concepts.

8. The *Behaviors* group includes officer attitudes, showing respect, and being approachable and professional. Appropriate police action builds partnerships between community members and officers in their area. Each jurisdiction will be unique in its needs and specific community engagement or community policing strategies must be formulated by both the residents and the police based on the issues specific to each community. Working with members of the community can build trust and emphasize organizational "purpose" over "process." Residents want law enforcement agencies to establish an institutional belief system to guide their officers' actions, primarily through written directives or official policies and procedures. Such directives address the procedures or behaviors expected of agency members in a variety of situations. Organizations are not successful based only on the talent of their employees and directives are important because they bring guidance and legitimacy to agency-based outcomes. In

a fundamental sense departmental regulations define an organization's values. Directives contain the procedures or behaviors expected of responding police officers in certain situations. Officers make decisions every day and many are made outside the presence of a supervisor, so guidance through written policies becomes even more crucial. Further, police professionals and researchers believe written protocols are important in building trust in the community and residents must be part of the process when departmental policies and procedures are established.

Measurement

Measuring human behavior, particularly in the criminal justice and psychological sciences, is a challenging endeavor. Human beings are multidimensional and complex. Accurately measuring underlying behavioral constructs is not an exact science. Measurement in the social sciences will always be less accurate than the physical sciences. In other words, affixing a metric to underlying cognitive traits is not really "measurement" in the strict analytical sense.[3] Chapter 5 (Training) explores the latest findings in the cognitive sciences and the difficulties trainers face when teaching such subjects such as unbiased policing and procedural justice. One can certainly measure human *activities*, such as how well an officer scores on the firing range, but behavioral and cognitive traits, for instance the level of trust and confidence a person has in policing, requires more thought and consideration.

Context is also important. For example, as counterintuitive as it may seem, a rise in the crime rate in a particular community may, in fact, indicate the police in that area are performing well and are meeting community needs and expectations. If community members have a high level of trust and confidence in law enforcement in their area they will be more apt to report criminal activity because they know the police will respond appropriately.[4] Most

crimes are not reported to law enforcement, as this report points out in Chapter 3, so an increasing crime rate does not always mean the police are doing a bad job. Context is why the Commission included open-ended questions on the community member survey. In that way, the evaluators could better understand the complexities of the responses from the public.

Validity and reliability are fundamental considerations when measuring community attitudes, organizational performance, or human behaviors. Validity brings legitimacy and support to the interpretation of the information collected in the field. This, in turn, leads to programs or procedures that are supported by what residents truly believe. Whether it is a written survey, a questionnaire, an opinion poll, or an on-site interview, the instrument used for collecting information and subsequent measurement must work as intended. In other words, with any type of reality-based evaluation or assessment, the questions must be carefully crafted so the inferences made from the measures are accurate and relevant.[5] Moreover, conclusions made from the measurements must be valid, reliable, and legally defensible.

Reliability refers to the consistency of the items and whether they work regardless of the target population. Everyone wants to drive a reliable vehicle, one that will start every time. Similarly, researchers require reliable questionnaires, ones that will also work every time. Unlike the physical sciences, where metrics are straightforward, measuring human behavioral traits in the social sciences is more indirect. Validity and reliability are crucial. In the criminal justice discipline there are no magic formulas or algorithms that yield exact outcomes—measurement is much more subjective. For example, the International Association of Chiefs of Police (IACP) recommends that police-to-population ratios should not be used for workforce allocation decisions. To quote from their study, "Ratios, such as officers per

thousand population, are totally inappropriate as a basis for staffing decisions. Accordingly, they have no place in the IACP methodology."[6] The study goes on to state, "Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizeable body of reliable, current data."[7]

Although there are challenges in applying metrics to human behavior and beliefs, surveys nevertheless can be useful and can generate meaningful information. The community member survey used in the report, for example, gave residents from all parts of the state an opportunity to offer their opinions to the Commission. Moreover, rating scales also have merit, not only to obtain baseline information, but also to evaluate the level of success of a variety of community engagement programs once they are up and operating.

Metrics

As a first step, the Commission recommends that residents and agencies create a community survey similar to the one used in this report (Appendix B). Each community is unique, and has special needs and expectations. A survey can reveal the level of trust and confidence a community has in the police in its area. This would be a baseline measurement. The findings, in turn, can form the basis for meaningful dialogues between law enforcement and residents on how relationships can be strengthened. The survey used in this report was open to all residents in Michigan, but the results of a local survey can focus on the very specific issues that are important to local residents. Communities all across the state vary in size and demographics so surveys must be crafted in specific ways. Fine distinctions need to be identified at the local level so improvements can be made moving forward.

Next, agencies can evaluate the extent to which they are achieving the recommendations in this report by using a rating scale. For example, the checklist on the following page can

help determine a baseline level of compliance by an agency with what residents told the Commission. Although this is a sample blueprint, any such checklist must be designed at the local level by both the police and their residents—and the ratings must be done in partnership as well.

The extent to which an agency meets community expectations can be rated on a scale of 1-5, where 1=*none,* 2=*developing,* 3=*needs improvement,* 4=*meets expectations,* and 5=*exceeds expectations,* although other rating scales can be developed. The checklist must be completed by both law enforcement and residents in the community. The rating scale is subjective, but the idea is to measure an agency's overall connectedness to its community and its residents. Then, shortcomings can be addressed and positives can be reinforced. Beta testing in the field can identify questions in need of modifications, as well as items that work well. In addition, the measures must include proper interpretative context. Metrics in isolation have no meaning.

The Commission suggests using the criteria of SMART as a basis for measurement. SMART stands for Specific, Measurable, Achievable, Relevant, and Timely and is used in the private sector for program and personnel management.[8] The criteria on the checklist, which are based on statements from residents, are specific, measureable on a 1-5 scale, logistically achievable by all sizes and types of communities and agencies, relevant, as supported by the academic research, and can be implemented in a timely manner.

A Checklist

Using your best estimate, rate the police agency in your area as to their level of achievement with the Commission's recommendations.

Use a 1-5 scale where 1=none, 2=developing, 3=needs improvement, 4=meets expectations, 5=exceeds expectations.

Recommendation: Visibility

_____ Agency members build trust through interaction with community members

_____ Agency members focus on the issues that are important to residents

_____ The agency requires officers to patrol all neighborhoods

_____ The agency requires officers to engage one-on-one with community members

_____ The agency requires officers to interact with youth

_____ Residents take responsibility for their own communities

_____ Agency members take a proactive role in building relationships with residents

_____ Agency or community outreach strategies target local needs

_____ Patrol activities address quality of life issues in addition to criminal activity

_____ Agency members act within their legal and procedural authority

Recommendation: Community Outreach

_____ The agency has established community programs, such as T.E.A.M. and Citizens' Academy, in their area

_____ The agency provides crime prevention and personal safety information to the community

_____ The agency reviews response times on an annual basis.

_____The agency engages in community outreach strategies (e.g., community meetings, education programs, partnering with profit and non-profits, directed patrol based on feedback, etc.).

_____ The agency has a policy regarding follow-up investigations, including contacts with crime victims.

_____ The agency requires members to talk and to listen to youth

_____ The agency rotates the workforce so more officers become known by residents

_____ Residents understand they have a role in police-community relations.

Recommendation: Diversity

_____ Agency policies and procedures require procedural justice (fair, impartial, unbiased policing) for all residents

_____ Agency members understand the diversity of the communities they serve

_____ Agency members are aware of their own implicit biases and prejudices

_____ The agency ensures its members interact positively with minority residents

_____ The agency requires its officers to be open and honest with residents in their area and holds them accountable

_____ Officers receive training in cultural competence

_____ The agency has bilingual officers on staff

_____ Officers receive training in unbiased policing

_____ Officers are role models, both on and off duty

Recommendation: Recruiting

_____ The agency targets diverse populations during recruiting

_____ The agency recruits from disciplines other than criminal justice

_____The agency develops hiring and recruiting practices in partnership with the community

_____ The agency hires from within the community it serves

_____ The agency establishes hiring criteria for recruits who meet the community policing objectives of the agency

_____ The agency completes thorough background investigations prior to employment

_____ The agency complies with federal hiring guidelines

_____ Agency policies and procedures establish a formal field training program (FTO)

_____ The agency offers internship programs to community residents

_____ The agency actively recruits female candidates

_____ The agency actively recruits minority candidates

_____ The agency complies with MCOLES administrative rules

Recommendation: Media

_____ The agency provides information to residents in a timely manner

_____ The agency informs residents about area "hot-spots" (crime)

_____ The agency uses social media for information and transparency

_____ The agency has a media spokesperson to disseminate information

_____ Law enforcement goals and objectives are publicly known

_____ The agency uses modern technology for increased efficiency

_____ The agency calls upon residents to help solve crime through social media

Recommendation: Training

_____ Officers receive training in the response to those with mental disorders

_____ Officers receive continuing education during their careers

_____ Officers are trained to interpret behaviors during police-resident encounters

_____ Officers know when they are allowed to legally use force or deadly force

_____ The agency complies with the requirements of the active-duty firearms standard

_____ The agency makes training a priority through policy and procedures

_____ Active-duty training includes judgment and problem-solving

_____ Officers receive training in high-risk subjects such as subject control and firearms

_____ The agency uses PA 302 funding for training and ties it to community needs

_____ Officers receive training in the principles of fair and impartial policing

_____ Agencies incorporate state and national best practices into training

Recommendation: Police Interaction

_____ The agency expects officers to engage in informal interactions with residents

_____ Officers are approachable, but yet professional

_____ Agencies are free from negative influence from local politics or politicians

_____ The agency seeks ways to create a positive police organizational culture (brand)

_____ The agency views citizens as a priority in their policies and procedures

_____ Officers explain what they are doing (arrest, bail, stops, etc.)

_____ The agency shares crime statistics with community residents

_____ Officers provide personal safety advice to community residents

_____ Officers conduct follow-up investigations with victims and complainants

_____ Officer position descriptions contain community engagement activities

_____ Officers receive training in de-escalation and are held accountable for their actions

Recommendations: Behaviors

_____ Agencies require officers to respect the residents they serve

_____ Officers give everyone an equal chance and listen to residents

_____ Officers receive the necessary training to diffuse situations

_____ Officers have a universal understanding of community needs and expectations

_____ Agency policies and procedures address respect and professionalism

_____ Agency policies and procedures require all members to report employee misconduct

_____ Officers are aware of how implicit biases affect decision making

_____ Officers are viewed by the community as legitimate representatives of government

_____ Officers allow residents to tell their side of the story and explain their situation

_____ Officers are neutral and unbiased in their dealings with the public

_____ Agency policies and procedures include the goals of community policing as part of the organizational culture.

Each of the eight categories can receive a measure between 1 and 5, based on an average of the criteria ratings. Such statistical analyses are not complicated nor time consuming. The results can help focus further discussion and provide a frame of reference so specific areas in need of improvement, or potential disconnects, can be given the appropriate attention by both agency personnel and community members. The baseline rating, which essentially produces a snapshot of organizational effectiveness, allows the police and the community to take a closer look at the professionalism of public service in their area. The ratings also provide agencies with a mechanism by which comparisons can be made to departments statewide and across the nation. Finally, the findings can be used as a roadmap moving forward. That is, agencies and community members can develop and implement the concepts that best meet the unique needs of the community.

Endnotes

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Chapter 7
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APPENDIX

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STATE OF MICHIGAN
EXECUTIVE OFFICE
LANSING

RICK SNYDER
GOVERNOR

BRIAN CALLEY
LT. GOVERNOR

EXECUTIVE DIRECTIVE NO. 2016-2

DATE: October 4, 2016

TO: The Michigan Commission on Law Enforcement Standards

FROM: Governor Rick Snyder

RE: Fostering Public Trust in Law Enforcement

State and local law enforcement officers risk their lives every day to keep Michigan residents safe. Maintaining public trust in the police is critical to maintaining public safety in our state. Recent national events involving the use of lethal force by police officers and attacks against police officers by members of the public have strained the relationship between law enforcement and the public. The tension has led to civil unrest in a number of recent cases. It is imperative that state government take steps to build and promote public trust in law enforcement.

The Michigan Commission on Law Enforcement Standards (MCOLES) is a commission housed within the Department of State Police that, among other duties and responsibilities, is tasked with setting standards for police training in Michigan. Evidence-based training in implicit bias and de-escalation techniques can reduce the likelihood of the kind of negative interactions between law enforcement and the public that can undermine public trust. Likewise, non-enforcement community engagement and open communication by police agencies can build confidence in the relationship between the police and the public.

MCOLES has an opportunity to establish the model for 21st Century police training and development. It can also advise stakeholders on how best to gauge and build trust based relationships in all communities. We must build forward-thinking law enforcement agencies that incorporate community policing, strategic regional cooperation, and collaboration with surrounding agencies. These goals require an urgent call to action to ensure that law enforcement in Michigan is built on a foundation designed to foster public trust.

Section 1 of Article V of the Michigan Constitution of 1963 vests the executive power in the Governor. Section 8 of Article V of the Michigan Constitution of 1963 places each principle department under Supervision of the Governor. Pursuant to these provisions of the Michigan Constitution of 1963, I direct the following:

MCOLES is directed to undertake a study and produce, by May 1, 2017, a public report addressing the topic of fostering public trust in law enforcement.

Commission Operations: In undertaking the study and producing the report, MCOLES may establish workgroups or committees assigning Commission members to, and inviting public participation on these workgroups or committees, as the Commission deems necessary. The Commission may adopt, reject, or modify recommendations made by the workgroups or committees. The Commission may also, as appropriate, consult with outside experts including, but not limited to, experts in the private sector, government agencies, institutions of higher education, and the nonprofit sector.

Public Outreach and Input: In undertaking the study and producing the report, MCOLES shall seek public comment and participation by holding as many public events as practicable and reasonably necessary to receive input from across all geographic regions of Michigan, with an emphasis on communities where public trust in law enforcement is determined to be most at risk.

Status: The study and report should consider and address the status of police-community relationships and identify the most significant factors that contribute to strengthening or weakening public trust in law enforcement in Michigan.

Training: The study and report should consider and address evidence-based or research-based training requirements designed to enhance relationships between the community and the police and build public trust, including, but not limited to, implicit bias training such as the Fair and Impartial Policing (FIP) program, training on de-escalation techniques, and training on police interactions with persons having mental health issues. The report should set forth the Commission's conclusions about the merit and feasibility of the training programs most likely to foster public trust in law enforcement and describe the Commission's strategy for implementing these types of training requirements across all levels of law enforcement in Michigan.

Community Engagement: The study and report should consider and address best practices for law enforcement agencies in Michigan to undertake non-enforcement community engagement efforts and communication with the public to enhance police-community relationships, including, but not limited to, the formation and operation of citizen's and youth academy programs to educate the public about police work. The report should set forth the Commission's strategy for encouraging productive, non-enforcement community engagement by police agencies in Michigan.

Recruiting: The study and report should consider and address best practices for law enforcement agencies in Michigan to implement recruitment and hiring strategies that will enable them to employ a diverse workforce reflective of the communities they serve.

MCOLES Strategy: The study and report should consider and identify any and all changes that MCOLES can make, within its legal authority, to promote positive

relationships between law enforcement agencies and the communities that they serve and foster public trust in law enforcement.

Other Recommendations: The study and report should consider and make recommendations about any other changes, outside of the Commission's legal authority to implement, that Michigan police agencies or the Michigan Legislature can and should undertake to promote positive relationships between police agencies and the communities that they serve and foster public trust in law enforcement in Michigan.

Progress Updates: At least once per month, until the study and report are completed, the Commission shall give a status update to the Office of Urban Initiatives within the Executive Office.

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MCOLES

Michigan Commission on Law Enforcement Standards

Community Member Survey

The Executive Directive 2016-2 directs the Michigan Commission on Law Enforcement Standards (MCOLES) to submit a report that addresses public trust in law enforcement across the state. MCOLES is a state commission whose members represent law enforcement, prosecution, defense, labor, and the public. The 19 commissioners set standards for the law enforcement profession in Michigan, including police selection, training, recruitment, and professional licensing. The report will offer a set of recommendations to advance the quality of police-community relationships, training, and recruiting across the state.

This survey is one way for MCOLES to hear from you and members of your community. Each community has unique issues and your ideas are important. Please take a moment and let us know how you feel. Responses to this survey will be organized and evaluated by Commission members and your input will be included in the formal recommendations to law enforcement in Michigan.

We ask that your responses flow from this question: ***What steps can be taken to strengthen public trust and confidence in the police in your community?***

1. How can the police work with you and your community to build strong and trusting relationships?

2. How much satisfaction do you have with police-resident relationships in your community?

☐ None ☐ Very little ☐ Some ☐ Quite a bit ☐ A great deal

Additional Comment:

Community Member Survey (Continued)

3. How much dignity and respect do you feel the police in your area show you or your neighbors?

☐ None ☐ Very little ☐ Some ☐ Quite a bit ☐ A great deal

Additional Comment:

4. Do you know any officers in your community?

☐Yes ☐ No

Has your experience or the experience of a family member, been positive or negative? In what way?

5. Do you feel a community member's race or ethnicity affects the behavior of officers in your area?

☐Yes ☐ No

In what way?

Community Member Survey (Continued)

6. What are your biggest safety concerns in your area? For example: crime, fear of crime, gangs, drug use, domestic violence, police response times, police visibility, officer behavior, etc.

7. What activities or programs in your community help build positive relationships between the police and residents? Please tell us what you see that works.

8. What qualities or traits should your police agency look for when hiring and recruiting officers?

Community Member Survey (Continued)

9. Do you feel the police officers in your area interact well with you and your neighbors?

☐Yes ☐ No

What recommendations do you have to improve their skills? For example: training focused on de-escalation, cultural sensitivity, mental health awareness, communication skills, unbiased policing, etc.

10. Do you have any general comments you would like to share?

The information below will not be used to identify you personally. We are requesting this information to ensure that all groups and areas of the state are represented.

11. In what ZIP Code do you live? Please enter a 5-digit ZIP Code; for example, 48001 or 49971.

Community Member Survey (Continued)

12. What is your gender identity_____?

13. What is your age?

☐ Under 18
☐ 18-24
☐ 25-34
☐ 35-44
☐ 45-54
☐ 55-64
☐ 65-74
☐ 75 or older

14. Which race/ethnicity best describes you? (Please choose only one.)

☐American Indian or Alaskan Native
☐ Asian / Pacific Islander
☐ Black or African American
☐ Hispanic / Latino
☐ White / Caucasian
☐ Multiple ethnicities

Thank you for taking the time to provide us with your thoughts and comments! If you would like to mail this survey or any other items to us, please send to the following address:

MCOLES Community Member Survey
106 W. Allegan Street
P.O. Box 30633
Lansing, Michigan 48909

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MCOLES
Michigan Commission on Law Enforcement Standards

Recruiting Survey

The Michigan Commission on Law Enforcement Standards (MCOLES) is preparing a written report that addresses public trust in policing across the state. MCOLES is a state commission whose members represent law enforcement, prosecution, defense, labor, and the public. The 19 commissioners set standards for the law enforcement profession in Michigan, including police selection, training, recruitment, and professional licensing. The report will offer a set of recommendations to advance the quality of police-community relations, training, and recruiting across the state.

We ask that you take a few minutes and carefully complete a survey to assist MCOLES in discerning individual interest in law enforcement careers. Responses to this survey will be organized and evaluated by Commission members and your input will be included in the formal recommendations to law enforcement in Michigan.

1. Why are you choosing a career in law enforcement?

2. What type of law enforcement agency would you like to work for in the future? *(Please choose only one)*

☐ Local Agency
☐ Corporate/Private Security
☐ Executive Protection
☐ Federal Agency
☐ County Agency
☐ State Agency

3. Why did or didn't you select to work for a local, county, or state agency?

Recruiting Survey (Continued)

4. If you did not select to work for a traditional police department was safety, specifically risk of death, a major factor in your decision?

   ☐Yes ☐ No

5. Do you feel working for a police department affects a person's quality of life?

   ☐Yes ☐ No

   If yes, in what manner?

6. How important is community demographics when selecting an agency?

   ☐ None ☐ Very little ☐ Some ☐ Quite a bit ☐ A great deal

7. How much do salary, health care, retirement, and performance incentives influence your career choices?

   ☐ None ☐ Very little ☐ Some ☐ Quite a bit ☐ A great deal

   Additional Comment:

8. Does traditional shift work appeal to you?

   ☐Yes ☐ No

   If not, what would you consider a better alternative?

Recruiting Survey (Continued)

8. Does having or planning to have a family dictate your career choices?

☐Yes ☐ No

If yes, in what manner?

9. When being recruited by an agency what qualities are you looking for? *(select all that apply)*

☐ Size of agency
☐ Use of technology
☐ Promotional opportunities
☐ Salary/Overtime
☐ Community-Police relationship
☐ Equipment
☐ In-Service training
☐ Movability

10. What is your overall perception of working in law enforcement?

11. Do you have any general comments you would like to share?

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APPENDIX D

Community Member Survey

How much satisfaction do you have with police community relations?

Option	Number	Percent
None	394	6.8
Very Little	734	12.6
Some	1177	20.2
Quite a bit	1517	26.1
A great deal	1994	34.3
Total	5816	100

How much dignity and respect do the police show you and your neighbors

Option	Number	Percent
None	268	4.6
Very Little	600	10.3
Some	1107	19.1
Quite a bit	1729	29.8
A great deal	2096	36.1
Total	5800	100

Do you know any officers in your community?

Option	Number	Percent
Yes	3791	65.1
No	2029	34.9
Total	5820	100

Do you feel a community member's race or ethnicity affects the behavior of officers in your area?

Option	Number	Percent
Yes	1590	28.1
No	4066	71.9
Total	5656	100

Do you feel the police officers interact well with you and your neighbors?

Option	Number	Percent
Yes	4125	73.5
No	1487	26.5
Total	5612	100

Do you know any officers in your community? Categorized by White v. Non-White

Option	Yes	No	Total
White	3224	1599	4823
Percent	66.8%	33.2%	100%
Non-White	502	387	889
Percent	56.5%	43.5%	100%
Total	3726	1986	100%

χ=35; p<.001

Do you feel a community member's race or ethnicity affects the behavior of officers in your area? Categorized by White v. Non-White

Option	Yes	No	Total
White	1113	3566	4679
Percent	23.8%	76.2%	100%
Non-white	447	427	874
Percent	51.1%	48.9%	100%
Total	1560	3993	100%

χ=272; p<.001

What is your age?

Option	Number	Percent
Under 18	118	2.0
18 to 24	387	6.7
25 to 34	878	15.1
35 to 44	1154	19.8
45 to 54	1207	20.8
55 to 64	1191	20.5
65 to 74	701	12.1
75 or older	178	3.1
Total	5814	100

What is your ethnicity?

Option	Number	Percent
Multiple	323	5.6
Am. Indian/Alaska Native	72	1.2
Asian/Pacific Islander	49	0.9
Black/African-American	358	6.2
Hispanic/Latino	101	1.8
White/Caucasian	4861	84.3
Total	5764	100

Average ratings for Q2 & Q3
All respondents

Option	Average Rating	Number	Standard Deviation
How much satisfaction do you have with police/comm. relations?	3.68	5816	1.24
How much dignity and respect do the police show you and others?	3.82	5800	1.16

Average ratings for Q2 & Q3
per Region

Area	Satisfaction Q2	Respect Q3
Southeast	3.80	3.95
Central	3.80	3.93
Northern	3.31	3.42

Average ratings for Q2 & Q3
White v. Non-White

Ethnicity	Satisfaction Q2	Respect Q3	Standard Deviation
White	3.74	3.88	1.23
Non-white	3.36	3.53	1.26

t=8.3; p<.001

Average Ratings Q1 (Satisfaction)
Categorized by Ethnicity

Category	Average Rating	Standard Deviation	Number
Multiple Ethnicity	3.60	1.32	320
Am. Indian/Alaskan	3.02	1.35	70
Asian/Pacific Islander	3.53	1.24	49
Black/African-American	3.17	1.19	352
Hispanic/Latino	3.44	1.10	100
White/Caucasian	3.74	1.23	4816
Total	3.68		5707

F=19; *p*<.001

Average Ratings Q2 (Respect)
Categorized by Ethnicity

Category	Average Rating	Standard Deviation	Number
Multiple Ethnicity	3.68	1.22	317
Am. Indian/Alaskan	3.08	1.33	70
Asian/Pacific Islander	3.75	1.17	48
Black/African-American	3.42	1.09	348
Hispanic/Latino	3.64	1.04	99
White/Caucasian	3.88	1.15	4811
Total	3.82		5693

F=23; *p*<.001

Recruit Survey

What type of agency would you like to work for in the future?

Option	Number	Percent
Local Agency	59	46.5
Corporate/Private	1	0.8
Executive Protection	1	0.8
Federal Agency	33	26.0
County Agency	14	11.0
State Agency	19	15.0
Total	127	100

Were safety or risk of death factors in your decision?

Option	Number	Percent
Yes	11	8.9
No	113	91.1
Total	124	100

Do you think working for a police agency affects a person's quality of life?

Option	Number	Percent
Yes	89	69.5
No	39	30.5
Total	128	100

How important are community demographics when selecting an agency?

Option	Number	Percent
None	16	12.5
Very little	17	13.3
Some	38	29.7
Quite a bit	32	25.0
A great deal	25	19.5
Total	128	100

How much do healthcare, retirement, and performance incentives influence your career choices?

Option	Number	Percent
None	3	2.3
Very little	10	7.8
Some	33	25.8
Quite a bit	47	36.7
A great deal	35	27.3
Total	128	100

Does working various shifts, including holidays and weekends appeal to you?

Option	Number	Percent
Yes	91	71.7
No	36	28.3
Total	127	100

Does having or planning to have a family dictate your career choice?

Option	Number	Percent
Yes	49	38.6
No	78	61.4
Total	127	100

When being recruited by an agency what qualities are you looking for?

Option	Number	Percent
Size of agency	14	10.9
Use of technology	1	0.8
Promotional opportunities	27	21.1
Movability	4	3.1
Comm. Police relationships	36	28.1
Equipment	1	0.8
In-service training	8	6.3
Benefits/Retirement	23	18.0
Salary	13	10.2
Overtime	1	0.8
Total	128	100

Strengthening Trust Between Law Enforcement and Communities

Meeting Process Statement

Community Forums

This meeting is just one of several "town meetings" that the Commission on Law Enforcement Standards (MCOLES) is holding as part of a community outreach project.

MCOLES is the state organization that sets standards for the law enforcement profession in Michigan, including police training, selection, employment, and licensing. Recently, Governor Rick Snyder directed MCOLES to prepare a public report on "fostering public trust in law enforcement." The Governor recognizes that public trust in the police is critical in maintaining safe and secure communities.

As part of our work, we will be meeting with residents across the state to learn about the level of trust and confidence they have in the police in their area. Our main goal is to strengthen the quality of police community relations and we want to hear from you.

At the meeting a facilitator will be on hand to help keep your comments focused and on point but the intent is to be informal. We want the meeting to be casual and free flowing.

Please read the following *focus statement*. We know that you have a lot of ideas to share but we want your comments to flow from this statement:

Focus Statement

> ***What steps can be taken to strengthen public trust and confidence in the police in your community?***

Our intent is to make sure everyone has an opportunity to comment and share their thoughts. No idea will be rejected out of hand. You may also think of additional ideas as you listen to others at the meeting. Our goal is to hear what you have to say about how all of us can advance police-community trust and relationships.

We will record your statements at the meeting but no names will be used. We will provide 3x5 cards and a written survey for those who would rather submit comments in writing rather than speak in public.

For those of you who wish to respond online we also have cards with information on where to access the survey on line and where to find an email box to which you can submit further comments or documents.

Thank you for your participation!

Strengthening Trust Between the Police and Communities
A Quick Guide for Facilitation

To maintain consistency from meeting to meeting, we are providing the following procedures. The main purpose of the meeting is to capture ideas from the participants, not to offer solutions.

1. Introduce the topic, the reason for holding the meeting, and the focus statement. Talk about the need for public trust and confidence in the police in local communities.

2. Make sure the comments flow from this one Focus Statement:

What steps can be taken to strengthen public trust and confidence in the police in your community?

Feel free to go into additional detail to get the discussion going but stay on point. Perhaps suggest issues like communication, respect, legitimacy, values, behavior, minority relations, practices, etc. and how they relate to the focus statement.

Note: Do not use the citizen online survey to guide the meeting, use the focus statement. If participants want to fill out the survey after the meeting offer them the option to do so. Or, provide them with the online link to the survey.

3. Listen…but don't offer solutions. Don't unconsciously nudge a participant in one direction or the other as the discussion unfolds. Allow the ideas to flow freely.

4. Record the responses on an overhead, flip chart, or white board so you capture the gist of each comment. Have 3x5 cards on hand to obtain comments from those who do not wish to speak in public. Have an assistant record the comments as well. Remember, the staff has to organize, edit, and evaluate all the comments from all the meetings.

5. Ask follow-up questions if needed for context or clarity. For example,
   - Why…..or How…….
   - Be specific and identify the main issue here.
   - How does this issue make you feel?
   - What expectations do you have? How can things improve?
   - How do you think this applies to others in the community?

6. After the meeting, send MCOLES a summary sheet that contains the following:
   - Date, time, location, your name, zip code, and the number of participants.
   - A written list of statements generated at the meeting.
   - Citizen surveys, if used.

7. Mail: MCOLES Survey
   P.O. Box 30633
   Lansing, Michigan 48909

MCOLES Press Release

Michigan Commission on Law Enforcement Standards

MCOLES Announces Community Survey

FOR IMMEDIATE RELEASE: **January 11, 2017**

LANSING, MICH. The Michigan Commission on Law Enforcement Standards (MCOLES) today announced it has released a community survey to help gauge public trust as it works to complete a study for Gov. Rick Snyder.

On Oct. 4, 2016, Gov. Snyder issued Executive Directive 2016-2, telling MCOLES to "undertake a study and produce by May 1, 2017, a public report addressing the topic of fostering public trust in law enforcement."

MCOLES is a state commission that sets standards for the law enforcement profession in Michigan, including recruiting, training, and professional licensing (www.michigan.gov/mcoles).

"Community engagement and community policing activities can advance the legitimacy of law enforcement across the state. Only through community partnerships can law enforcement reduce crime and disorder at the local level," said Commission Chair Sheriff Jerry Clayton, "The report will offer practical steps that can be taken to strengthen police community relations and enhance the legitimacy of law enforcement in Michigan."

When completed, the report will offer a set of recommendations to strengthen public trust and confidence in law enforcement in communities across Michigan. The goal is to determine how residents and law enforcement can work together to make local communities safe and secure. The governor also directed MCOLES to "consider the status of community relationships and what factors can impact the public's trust." In order for the recommendations to be meaningful MCOLES is seeking input from residents across the state.

A short survey is now available online for residents to comment on how to advance police-community relations in their area. All communities are not the same and local residents have unique issues and concerns that need to be addressed. Responses will be organized and evaluated by Commission workgroups and the comments will form the basis for the final recommendations of the report.

To take the survey online, visit: https://www.surveymonkey.com/r/ExeDir2016-2. The link will remain open until March 20, 2017.

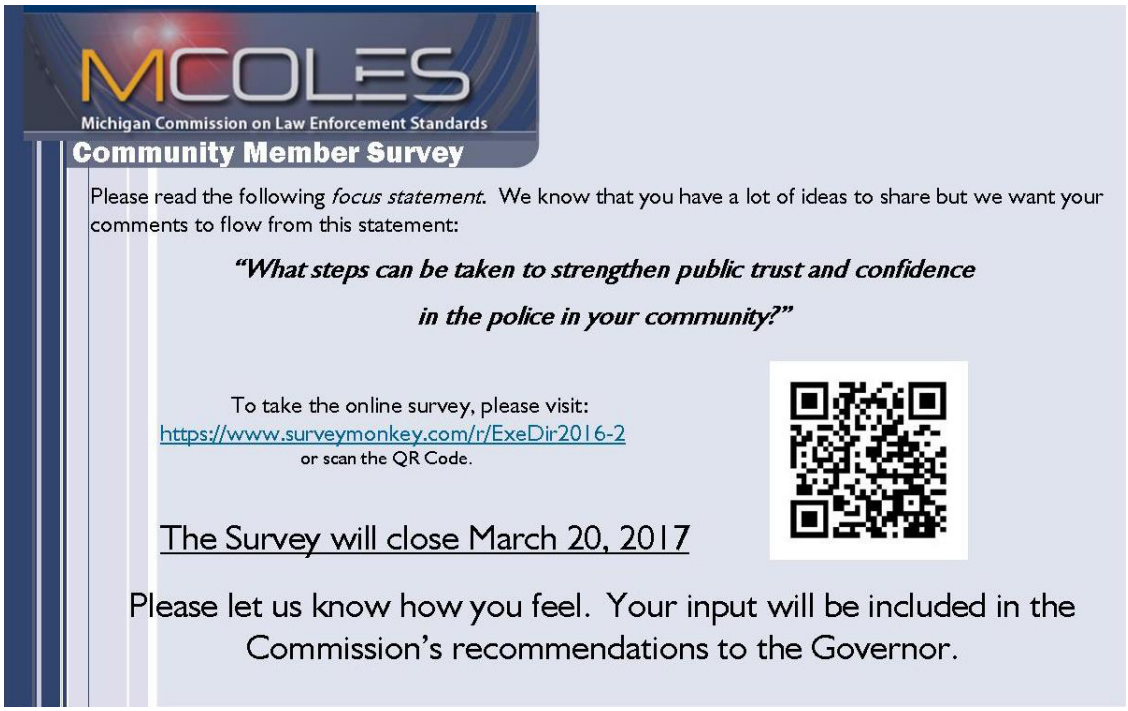
MCOLES Press Release

Michigan Commission on Law Enforcement Standards

Some items on the survey contain check-boxes while others seek open-ended comments. MCOLES wants residents to share their thoughts on how police community relations in their area can improve. But if relations are working well, MCOLES also wants to hear about success stories.

MCOLES also has established a special e-mail box so citizens can freely share general ideas. All comments will be considered but MCOLES wants respondents to focus on police community relations in their area. To submit general comments, or submit documents for consideration residents should send an email to MCOLES-ExecDir2016-2@michigan.gov.

Those responding to the survey or e-mail box will not be identified personally. MCOLES asks for a zip code to ensure all areas of Michigan are surveyed and there are three questions that ask for gender, race, and age. The survey does not ask for names or other personal information.



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MEDIA CONTACT:

David Harvey, MCOLES Executive Director, 517-322-1417 or HarveyD2@michigan.gov

MCOLES Press Release

Michigan Commission on Law Enforcement Standards

MCOLES Adds Community Forums to Increase Survey Participation

FOR IMMEDIATE RELEASE: **February 17, 2017**

LANSING, MICH. The Michigan Commission on Law Enforcement Standards (MCOLES) is conducting a series of community forums and is conducting a community engagement survey to gather input from all Michigan residents on how to strengthen public trust, confidence and community relations between law enforcement and community members throughout Michigan.

MCOLES is the state agency that sets standards for the law enforcement profession in Michigan, including recruiting, training, and professional licensing (www.michigan.gov/MCOLES). On October 4, 2016, Gov. Rick Snyder issued Executive Directive 2016-2, directing MCOLES to undertake a study and produce a report by May 1, 2017 with a set of recommendations on how best to build a foundation of trust between law enforcement and the communities they serve.

MCOLES cannot do this without input from residents. In addition to the public forums, MCOLES has made a community engagement survey available to everyone online at http://www.surveymonkey.com/r/ExeDir2016-2. There also are Spanish and Arabic translations of the survey available online at http://www.michigan.gov/MCOLES/0,4607,7-229-78818---,00.html

Since the survey opened January 10, 2017 nearly 4,900 Michigan residents have completed the survey, sharing both positive and negative perceptions and interactions with Michigan law enforcement.

"With more than 9 million residents in Michigan, we have many more opinions to collect so I encourage everyone to take advantage of this opportunity and complete the survey," Gov. Snyder said. "It is vital that

MCOLES receive input from residents from across the state and from all communities to ensure they receive a good cross-section of experiences and opinions."

The public forums are another way for residents to participate and provide feedback. The forums are led by professional facilitators who are specifically trained to lead these events.

The remaining forums are as follows:

City	Date	Time
Flint, Michigan	February 23, 2017	6:00pm – 8:00 pm
Marquette, Michigan	February 27, 2017	6:00pm – 8:00 pm
Grand Rapids, Michigan	To Be Announced	To Be Announced

Visit http://www.michigan.gov/MCOLES/0,4607,7-229-78818---,00.html for specific locations and additional information regarding the forums.

The goal of the forums and the online survey is to gauge how residents and law enforcement can work together to make local communities safe and secure along with producing a set of recommendations to strengthen public trust and confidence between law enforcement and communities across Michigan.

In addition to the online survey, MCOLES has established a special email address so citizens can share general ideas by sending comments to MCOLES-ExecDir2016-2@michgan.gov.

Those responding to the survey or email box will not be identified personally nor will responses be tied to individual communities or groups. The survey does not ask for any personal identifying information. The survey does ask for zip code to ensure all regions of the state are represented and asks for voluntary information on gender, race, and age to ensure all community groups in Michigan are represented.

MCOLES Press Release

Michigan Commission on Law Enforcement Standards

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MEDIA CONTACT:

David Harvey, MCOLES Executive Director, 517-322-1417 or HarveyD2@michigan.gov

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MCOLES Michigan Commission on Law Enforcement Standards **Press Release**

Final MCOLES Community Engagement Forum to be held in Grand Rapids

FOR IMMEDIATE RELEASE: **March 9, 2017**

LANSING, MICH. The Michigan Commission on Law Enforcement Standards (MCOLES) has been conducting a series of community forums to gather input from all Michigan residents on how to strengthen public trust, confidence and community relations between law enforcement and community members throughout Michigan. The last forum will be held on **Thursday, March 16, 2017** in Grand Rapids **starting at 6:00 PM at The LINC (**1167 Madison Avenue SE, Grand Rapids, Michigan 49507).

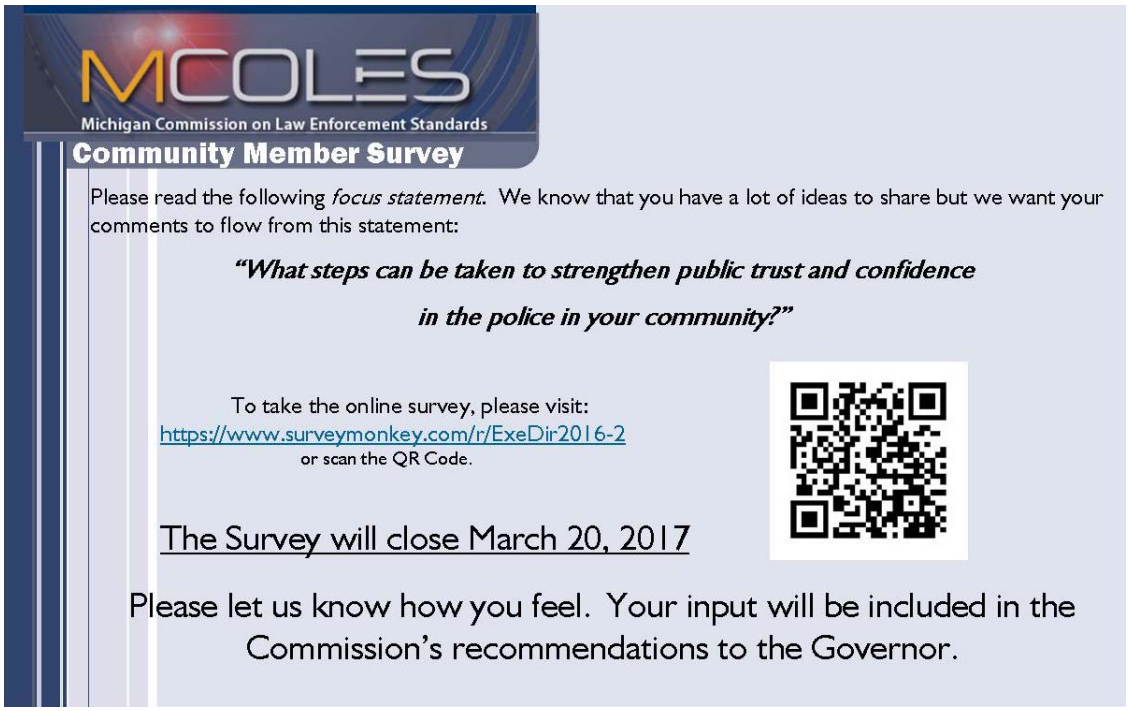
MCOLES is the state agency that sets standards for the law enforcement profession in Michigan, including recruiting, training, and professional licensing (www.michigan.gov/MCOLES). On October 4, 2016, Gov. Rick Snyder issued Executive Directive 2016-2, directing MCOLES to undertake a study and produce a report by May 1, 2017 with a set of recommendations on how best to build a foundation of trust between law enforcement and the communities they serve.

For anyone unable to attend the forum, MCOLES has made a community engagement survey available online at http://www.surveymonkey.com/r/ExeDir2016-2. There also are Spanish and Arabic translations of the survey available online at http://www.michigan.gov/MCOLES/0,4607,7-229-78818---,00.html

The goal of the forum and the online survey is to gauge how residents and law enforcement can work together to make local communities safe and secure along with producing a set of recommendations to strengthen public trust and confidence between law enforcement and communities across Michigan.

In addition to the online survey, MCOLES has established a special email address so citizens can share general ideas by sending comments to MCOLES-ExecDir2016-2@michgan.gov.

Those responding to the survey or email box will not be identified personally nor will responses be tied to individual communities or groups. The survey does not ask for any personal identifying information. The survey does ask for zip code to ensure all regions of the state are represented and asks for voluntary information on gender, race, and age to ensure all community groups in Michigan are represented.



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MEDIA CONTACT:

David Harvey, MCOLES Executive Director, 517-322-1417 or HarveyD2@michigan.gov

MCOLES

Michigan Commission on Law Enforcement Standards

Executive Directive 2016-2

The Executive Directive 2016-2 directs the Michigan Commission on Law Enforcement Standards (MCOLES) to submit a report that addresses public trust in law enforcement across the state. MCOLES is a state commission whose members represent law enforcement, prosecution, defense, labor, and the public. The 19 commissioners set standards for the law enforcement profession in Michigan, including police selection, training, recruitment, and professional licensing. The report will offer a set of recommendations to advance the quality of police-community relationships, training, and recruiting across the state.

"Improving the trust and cooperation between the public and members of law enforcement is the goal"
- Gov. Rick Snyder

To read Executive Directive 2016-2 visit:
www.michigan.gov/documents/snyder/ED_2016-2_536527_7.pdf

MCOLES

Michigan Commission on Law Enforcement Standards

Community Member Survey

And now your input..

Please read the following *focus statement*. We know that you have a lot of ideas to share but we want your comments to flow from this statement:

"What steps can be taken to strengthen public trust and confidence in the police in your community?"

To take the online survey, please visit:
https://www.surveymonkey.com/r/ExeDir2016-2
or scan the QR Code.

The Survey will close March 20, 2017

Please let us know how you feel. Your input will be included in the Commission's recommendations to the Governor.

For more information, visit: http://www.michigan.gov/mcoles/0,4607,7-229-78818---,00.html

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APPENDIX H

EXECUTIVE DIRECTIVE 2016-2
CALENDAR OF EVENTS

OCTOBER

Date	Event	Location
18	Announcement to Training Directors at the conference	Ann Arbor
21	Planning for Outreach through ALPACT's Civil Rights-Anthony Lewis	Lansing
31	Planning Meeting with Office of Urban Initiatives	Lansing

NOVEMBER

1	Meeting regarding Executive Directive 2016-2 Process for Commission Meeting presentation	Lansing
2	Introduction of Executive Directive 2016-2 at Commission Meeting	Lansing
3	Introduction of Executive Directive 2016-2 at Northern Michigan Chiefs Meeting	Marquette
	Planning with Office of Urban Initiatives	Conference Call
9	MLBC Meeting	Lansing
	Meeting with new PAAM Training Attorney	Lansing
10	Meet with Urban Initiatives – Stacie Clayton	Detroit
15	Wayne County Chief's Meeting	Detroit
16	ALPACT Meeting	Grand Rapids
17	Muskegon Social Justice Commission	Muskegon
22	ALPACT	Benton Harbor
	Detroit Metropolitan Police Academy	Detroit
29	Executive Directive Process Discussion	Dimondale
30	ALPACT	Lansing

DECEMBER

1	Community Engagement Work Group Meeting	Dimondale
5	Process Committee Meeting	Conference Call
6	New Chief's School	Lansing
7	Executive Committee Meeting	Lansing
	Commission Meeting	Lansing
	Meeting with Office of Urban Initiatives	Lansing
8	Planning meeting regarding Executive Directive 2016-2	Lansing
	Fair & Impartial Policing Training – DOJ	Dimondale
12	Community Engagement Work Group Meeting	Dimondale
14	Washtenaw County Sheriff's Office Site Visit	Ann Arbor
15	Detroit Metropolitan Police Academy Site Visit	Detroit
	Process Committee Meeting	Conference Call
22	ALPACT	Saginaw
23	ALPLACT	Flint
29	Planning with Benton Harbor Community Leaders	Conference Call

JANUARY

3	Survey and Web Page Design Meeting	Lansing
4	Discussion of Executive Directive 2016-2 with Office of Urban Initiatives	Conference Call
6	Recruiting Work Group Meeting	Lansing
10	Discussion on Work Group Assignments	Lansing
	Meeting with Urban Initiatives	Conference Call
11	Special Commission Meeting	Lansing
	Meeting with Community Leaders regarding Flint Forum	Conference Call

JANUARY – Continued

12	STOP/DSVPTB Information Meeting	Lansing
	First Press Release Issued Statewide	Lansing
13	Meeting with Women's Shelters	Lansing
	Press Release Forwarded via MACP & MSA Listserves	Lansing
18	Advisory Board Meeting – Washtenaw Community College	Ann Arbor
	Community Engagement Work Group Meeting	Conference Call
19	Meeting with Mid-Michigan Police Academy – Andy Lindeman regarding Recruit Survey	Lansing
	Release and survey access information resent to Benton Harbor ACLU representative for further distribution in the community	Lansing
	Release and survey information forwarded to facilitator for further community distribution	Lansing
	Release and survey information forwarded to CIVIL Rights/ ALPACT leadership for further dissemination	Lansing
	Release and survey information sent to all training directors via listserve for dissemination to advisory board members and community	Lansing
20	Meeting with Kellogg Community College – Rob Miller regarding Recruit Survey	Kalamazoo
	ALPACT	Battle Creek
	Meeting with representatives of St. Vincent DePaul to distribute survey information	Marquette/ Detroit
23	Meeting with STOP grant coordinator to distribute information	Lansing
24	Meeting with CDAM representative to provide information	Lansing
	Meeting with Lansing City Community Outreach	Lansing
	Press Release and Survey sent to entire membership email list provided by the Office of Urban Initiatives	Lansing

JANUARY - Continued

25	Meeting with Kalamazoo Community College – Paul Bianco regarding Recruit Survey	Kalamazoo
	Crime Victim Services Commission Work Group	Lansing
	ALPACT Meeting	Mason
26	Meeting with Grand Rapids Community College - Jodi Richhart regarding Recruit Survey	Grand Rapids
27	ALPACT	Flint
	ALPACT	Traverse City
	Meeting with University of Detroit Mercy regarding recruiting	Detroit
30	Meeting with Office of Urban Initiatives regarding Executive Directive 2016-2	Conference Call

FEBRUARY

3	Meeting with Leslie Stambaugh from the Washtenaw County Human Rights Commission on survey	Conference Call
7	Meeting with Chief Hadley from the Kalamazoo Department Of Public Safety regarding Fair and Impartial Policing	Conference Call
	Executive Committee Meeting	Conference Call
8	Press Release sent to the Muskegon Social Justice Commission	Lansing
15	Commission Meeting – Update on Executive Directive	Lansing
17	ALPACT	Detroit
	Detroit Recruiting Outreach	Detroit
21	Planning meeting with Grand Rapids representatives regarding Public Forum	Conference Call
22	Northwestern Michigan College Advisory Board Meeting	Traverse City

FEBRUARY – Continued

	Northern Michigan University Public Information Officer sends out 8000 recipient email blast announcing Marquette Public Forum	Marquette
23	Presentation to CLEAR Committee regarding Executive Directive 2016-2	Lansing
	WJMN Marquette runs story announcing forum in Marquette	Marquette
	IACP Newsletter runs story regarding the public forums and Executive Directive	Lansing
	Community Engagement Forum	Flint
24	ALPACT	Battle Creek
26	Marquette Mining Journal runs story on Executive Directive and announces Public Forum	Marquette
27	Marquette Community Engagement Forum	Marquette
28	ABC-10 News runs a story on Marquette Forum and Survey	Marquette

MARCH

1	Presentation made to Grand Rapids Police Department	Grand Rapids
	Meeting with Colonel Etue to plan for upcoming meeting	Conference Call
	Meeting with Executive Committee regarding update on Executive Directive	Conference Call
2	MMRMA Meeting Presentation	Lansing
8	Meeting with Office of Urban Initiatives	Conference Call
	Meeting with Dearborn Police Department Chief Haddad regarding recruiting	Conference Call
10	Interview with Dearborn Police Chief Haddad regarding recruiting	Conference Call

MARCH - Continued

	Press Release announcing Grand Rapids forum sent to all West Michigan media outlets	Grand Rapids
	Ludington News prints article announcing Grand Rapids Forum	Ludington
	First email blast to Urban Initiative's email list for West Michigan	Lansing
14	Meeting regarding recruiting for Executive Directive	Lansing
	Second distribution of release announcing Grand Rapids	Lansing
	Second email blast to Urban Initiative's email list	Lansing
15	Second general email blast to West Michigan including Community leaders identified by the West Michigan Representative of the Office of Urban Initiatives	Lansing
	ALPACT	Grant Rapids
	Radio interview on Executive Directive 2016-2	Grand Rapids
16	Grand Valley Advisory Board Meeting	Grand Rapids
	Community Engagement Work Group meeting	Dimondale
16	Community Engagement Forum at the LINC	Grand Rapids
17	Grand Rapidian post article on Executive Directive and forum	Grand Rapids
	Radio interview on upcoming survey deadline and Executive Directive 2016-2	Conference Call
23	Concept mapping exercise – internal	Lansing
24	Concept mapping exercise – external	Lansing

APRIL

4	Meeting with Office of Urban Initiatives	Conference Call

APPENDIX I

Map Interpretation

Refer to the concept map in Chapter 2. Each number on the map represents a resident statement. Note that similar statements are located near each other and dissimilar statements are located farther away from each other. For example, statement #27 (officers should have diversity training) and statement #66 (officers should understand different cultures) are located near each other. Both are located in the "diversity" group. Yet, these two statements are located relatively far away from statement #36 (law enforcement should partner with faith-based organizations), which is located in the "community outreach" group. The former statements address diversity in terms of how officers treat residents whereas statement #36 refers to a more concrete community engagement strategy or tactic.

In examining the map as a whole, one can see that the groups regarding community engagement (community policing), police visibility, and police-resident interaction have a tendency to be positioned on the right side of the map, while the groups that address specific organizational strategies, such as "media" and "recruiting" tend to be located on the left side of the map. Perhaps the map is showing that both "purpose" and "process" in law enforcement are important to residents—in other words, the ends v. the means of policing. Chapter 3 (Community Engagement) explores these ideas in greater detail.

Also, note that the "training" group seems to connect "behaviors" and "diversity," which suggests, for example, that cultural competency is needed in law enforcement training. Since this area of the map conceptualizes the statements as both the process of policing as well as the purpose of policing, agencies should take this into account when creating policy. The "training" group istightly packed with statements. In fact, it is difficult to clearly identify each numbered statement in this category due to its compactness. This group can be conceptualized as an "anchor."

Anchors indicate a clear understanding on the part of the workshop members regarding the specific meaning of the category and the statements that should be placed therein. It is interesting, but perhaps not surprising, that the statements in this group essentially refer to how an officer's behavior can be shaped and directed through proper training and education. The participants were clearly consistent in their selection of statements for this particular group, which also requires the most resources and funding.

The group titled, "police interaction," the central group, was conceptualized in terms of transparency among residents, local police officers, and their agencies. This group almost acts as a "connector" to all other groups because of its central location on the map. In a way, perhaps police interaction with residents underpins all other best practices, which for an agency can provide a blueprint for the development of policies, procedures, and organizational strategies moving forward.

The individual statements with the highest relative ratings, regardless of group membership, are: #7 (more community programs like DARE, Neighborhood Watch, and Shop with a Cop—rating: 4.39), #35 (create a citizen's police academy—rating: 4.33), and #40 (increase state revenue sharing to fund more programs in the community—rating: 4.28). These have merit, but they also take agency resources to implement. Contrary to that, statement #60 (talk to people more) and statement #19 (be respectful in dealings with citizens) do not take much relative time or effort to accomplish successfully.

The Commission used the concept map as a framework for organizing and evaluating the statements generated at the public forums. The map also reveals patterns and commonalities, which can be used as pathways for agencies as they develop organizational policing based on community engagement. The concept map can also be used as a basis for departmental evaluation

See Chapter 6. Agency administrators should examine their current practices and organizational culture to see to what extent they match what the map reveals.

Interestingly, question #1 on the community member survey asks, "How can the police work with you and your community to build strong and trusting relationships?" See Chapter 3 for an analysis of the almost 6,000 responses. But note how closely this item matches the focus statement used at all five community forums. In one way, the concept map depicts the larger population of survey respondents, in addition to those who voiced their opinions at the forums. The eight major categories generated from public commentary formed the basis, in part, upon which the Commission and the work groups formulated their recommendations. Looking at the map reveals rather quickly what the residents are telling the Commission.

Concept Mapping Methodology

The Concept Mapping software was developed by Dr. William Trochim, Professor of Policy Analysis and Management at Cornell University and co-founder of Concept Systems, Inc. Dr. Trochim is internationally recognized for his work in evaluation methods including causal assessment, conceptualization approaches, experimental design, and research validation. The Concept System software is proprietary and information about the software may be obtained by contacting Concept Systems Incorporated of Ithaca, New York. The concept mapping analysis and results were produced using The Concept System software: copyright 2004—2013, all rights reserved, Concept Systems Inc.

The Concept System software takes each participant's sort information and creates an NxN binary, symmetric matrix of similarities (Xij) for each participant.[1] Initially, the analyses created twenty-two matrices, one for each participant. For any two statements (i,j) a "1" was

placed in Xij if the two items were placed in the same group by the participant, otherwise a "0" was entered into the cell.[2] The software then produced a total NxN summary matrix (Tij) by summing across the twenty-two individual Xij matrices.[3] As a result, any cell in the summary matrix could take an integer value between 0 and 22, which represented the total number of participants. The notation X represents an individual matrix and the notations i and j represent pairs of responses, which are proximity measures between two statements.[4] The individual matrices and the total matrix were 87 x 87 in size, which represented the total number of cross referenced survey responses. For the individual matrix, the diagonal values were all equal to 1 because a response will always be sorted with itself. Similarly, the diagonal of the summary matrix contained the total number of participants.

Next, the software produced a total summary matrix Tij using multidimensional scaling analysis (MDS) with a two dimensional solution. Multidimensional scaling is a family of statistical models where information is ultimately represented by a set of points on a map. Essentially, MDS is a tool for perceptual and cognitive modeling. A non-metric analysis is used by Concept Systems because open ended responses were the units of analysis. As output, the analysis yielded an x-y map (scatterplot) of the set of responses based on the criterion that responses grouped together most often would be located more proximately in two dimensional space, while those grouped together less frequently would be located further apart.

By using multidimensional scaling, the correlations among the responses could be transformed into Euclidean (spatial) distances and displayed on the x-y map as numbered dots—resulting in a "point map." Responses that are close together in meaning, as sorted by

the group members, are located on the map close together. Similarly, responses that have less meaning associated with each other are located further away on the map.

The Euclidian distance between any two responses on the map is the square root of the sum of their squared differences, which takes the following mathematical notation[5]

$$D_{ij} = \sqrt{\sum (X_{ir} - X_{jr})}_2$$

where D is the distance on the two dimensional map between pairs of responses i and j, where r represents the number of dimensions selected and X represents the x-y coordinate location.

In addition, to determine statistically how well the pictorial represents the group's thinking, the software generated a Kruskal's f-stress value.[6] A stress value is the residual sum of squares. Kruskal and Wish (1978) state, "For any given set of data and for any given configuration, the objective function yields a single number which shows how well (or how poorly) the data fit the configuration—i.e., it indicates how well the configuration represents the data" (p. 22). The stress value for this analysis was .23, indicating little variability in the way the participants grouped the responses and demonstrating reasonable stability. A value of 0 demonstrates a perfect fit between the sort and the map.

Creating a point map was the first analytical step in building the final concept map. Next, the x-y map, or point map, became the input for the hierarchical cluster analysis utilizing Ward's algorithm as the basis for defining a cluster.[7] Using the MDS configuration as input to the cluster analysis, the procedure identified relatively homogeneous groups of statements and displayed them in two-dimensional space. Ward's technique is an agglomerative method which proceeds by successive groupings of the N-statements. Put another way, the cluster analysis started with as many clusters as there were responses (N=87) until it created, essentially step by step, one large cluster that contained all the statements. As

the clusters unfolded, the Commission staff had the ability to interpret the transformations and select the best fit for the project or choose the cluster configuration that produced the most meaningful interpretation. The staff ultimately selected an eight-cluster solution. This "cluster map" represents the second analytical step in creating the final concept map.

As a final step in the analysis process, the software averaged the 1-to-5 participant ratings for each cluster. This final piece of information culminated in the concept map used in the Executive Directiv project, essentially a "cluster-rating map", which depicts the cluster average ratings using a third dimension (height). The higher clusters indicate that more agency resources are needed to accomplish the idea.

Endnotes

[1] Kruskal, J.B. & Wish, M. (1978). *Multidimensional scaling.* Beverly Hills, CA: Sage Publications.

[2] Weller, S. & Romney, A. (1988). *Systematic data collection.* Newbury Park, CA: Sage Publications (p. 22).

[3] Trochim, W. (1989a). An introduction to concept mapping for planning and evaluation. *Evaluation and Program Planning,* 12, 1-16.

[4] Roskos-Ewoldsen, D.R. & Roskos-Ewoldsen, B. (2007). Scaling and cluster analysis. In M. Slater, A. Hayes, & L. Snyder (Eds.), *The sage sourcebook of advanced data analysis methods for communication research* (pp. 275-310). Thousand Oaks: CA: Sage Publications.

[5] Kruskal, J.B. & Wish, M. (1978). *Multidimensional scaling.* Beverly Hills, CA: Sage Publications.

[6] Ibid.

[7] Everitt, B. (1980). *Cluster analysis*. 2nd Edition, New York: Halstead Press, A Division of John Wiley and Sons.

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