
PROJECT TEAM MEMBERS

RAND

Dionne Barnes-Proby is a field outreach specialist with experience in interviewing and observation. She holds a master's degree in social work, with an emphasis on cultural issues.

David W. Brannan is a political scientist at RAND with specific expertise in counterterrorism and law enforcement issues. He formerly served as a Ventura County Sheriff's deputy, where he served in many areas, including training and special weapons and tactics.

John Christian, Ph.D. student at the RAND Graduate School, was formerly a management consultant specializing in human resources and organizational effectiveness.

Scott Gerwehr is an analyst at RAND whose work focuses on the psychological dimensions of conflict, including deception, psychological operations, interpersonal and strategic persuasion, public and covert diplomacy, and recruitment/indoctrination by violent extremists.

Russell W. Glenn, Ph.D., is a senior analyst with expertise in military and police training and urban operations. His recent work includes a study on California's preparedness for a weapon of mass destruction attack, completed at the request of the state assembly.

Clifford Grammich has a Ph.D. in political science. He has helped write RAND Public Safety and Justice documents ranging from assessment of terrorism prevention measures at public facilities to evaluation of Los Angeles anticrime initiatives.

Matthew W. Lewis, Ph.D., conducts research on how technology can be applied to support learning by individuals, teams, and organizations. He has developed and fielded training/educational technology in commercial, army training, and public education settings.

Barbara R. Panitch has a master's degree in adult education and has worked with local law enforcement agencies for several years. Before working at RAND, she served as a trainer in the Seattle Police Department community policing bureau.

Elizabeth Williams, M.A., conducts field work and analysis for research projects aimed at system innovation and improvement in public safety agencies.

Consultant

Estela Lopez is a community outreach specialist. She has extensive experience in the Los Angeles community, with police-community relations, and with cultural sensitivity and training.

Expert Panel

Edmund Edelman is a former Los Angeles City Councilman and Los Angeles County Supervisor. He is a founder of the Kolts Commission on police accountability.

William Geller is a police researcher. He is an expert on issues related to use of force, community policing, and police management.

Dennis Nowicki is the former chief of police at Charlotte-Mecklenburg, N.C., and Joliet, Ill. He currently consults in managing police use of force and police discipline.

Robert Stewart is the former chief of police in Ormond Beach, Fla. He previously served with the Metropolitan D.C. Police Department. He consults on issues related to use of force and racial profiling.

Elizabeth Watson is the former chief of police for the Houston and Austin Police Departments. She now consults in the areas of community policing and police accountability.

Appendix B

**RAND TRAINING DOCUMENT REVIEW AND
CLASSROOM OBSERVATION ASSESSMENT
INSTRUMENT**

As of 03/27/2003

Reference # _____

Category 1. Content Analysis 2. Observation

RAND Training Document Review and Classroom Observation Assessment Instrument

* Notes: this document will be used for review of written curriculum and for classroom observation.
This instrument is not intended to provide an exhaustive list of criteria on the relevant topic areas, but rather to create a 'mental set' for the reviewer.

| | |
|---------------------------------|--------------------------------|
| Document Type _____ | Reviewer's Name _____ |
| Course Title _____ | Date _____ |
| Author/Instructor _____ | Reviewed/Observed _____ |
| Date of Document) _____ | Source Agency _____ |
| _____ | Related _____ |
| _____ | Needs/Questions _____ |
| | Location _____ |

I. GENERAL DESCRIPTION

II. TRAINING AUDIENCE (check all that apply) Fill in as possible. If unknown, check with LAPD

P1 P II PIII Investigators (DI) Supervisors (Sgt I, IIs DII, DIII) Mid Managers (Lts.) Managers (Capts. +) Civilian or other

III. TRAINING FORMAT Fill in as possible. If unknown, check with LAPD.

Entry Level Promotional Recurrent Specialized Assignment Specialized Training (eg CNT, MFF) Roll Call Field Training Other

IV. TRAINING DELIVERERS (check all that apply) Fill in as possible. If unknown, check with LAPD.

Full-time assignment Guest speakers from community SMEs based on special assignment Team taught

V. TRAINING METHODS (Check Y=Yes, N=No)

| | | |
|---|--------------------------|--------------------------|
| A. Administration: | Y | N |
| 1. Is curriculum in the new LAPD standardized format? | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. Has the curriculum been updated within the past year? | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. Is there a sign-off process for curriculum approval? | <input type="checkbox"/> | <input type="checkbox"/> |
| B. Integration: | Y | N |
| 4. Is the training objective focused on participant learning for the: individual? | <input type="checkbox"/> | <input type="checkbox"/> |
| organization? | <input type="checkbox"/> | <input type="checkbox"/> |
| unit/team? | <input type="checkbox"/> | <input type="checkbox"/> |
| C. Delivery Methods (check all that apply): | Y | N |
| 5. Anecdotes/examples given | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. Case Study/scenario | <input type="checkbox"/> | <input type="checkbox"/> |
| 7. Demonstration | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. Facilitation | <input type="checkbox"/> | <input type="checkbox"/> |
| 9. Learning Activity | <input type="checkbox"/> | <input type="checkbox"/> |
| 10. Lecture | <input type="checkbox"/> | <input type="checkbox"/> |
| 11. Panel Discussion | <input type="checkbox"/> | <input type="checkbox"/> |
| 12. Power point presentation as outline only | <input type="checkbox"/> | <input type="checkbox"/> |
| 13. Power point presentation that is interactive | <input type="checkbox"/> | <input type="checkbox"/> |
| 14. Problem based (begin session with researching a problem) | <input type="checkbox"/> | <input type="checkbox"/> |
| 15. Questions and Answers | <input type="checkbox"/> | <input type="checkbox"/> |

| RAND Assessment Instrument | | Page 2 | |
|---|--------------------------|--------------------------|-----------------|
| 16. Repetitive Drill | <input type="checkbox"/> | <input type="checkbox"/> | |
| 17. Role Playing | <input type="checkbox"/> | <input type="checkbox"/> | |
| 18. Self Paced | <input type="checkbox"/> | <input type="checkbox"/> | |
| 19. Simulator Training | <input type="checkbox"/> | <input type="checkbox"/> | |
| 20. Table Top (simulation/vignette) | <input type="checkbox"/> | <input type="checkbox"/> | |
| 21. Video | <input type="checkbox"/> | <input type="checkbox"/> | |
| 22. Workbook | <input type="checkbox"/> | <input type="checkbox"/> | |
| 23. Are questioning techniques used? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 24. Are there explicit checks for understanding? | <input type="checkbox"/> | <input type="checkbox"/> | |
| D. Testing Methods: (check all that apply). | | | |
| 25. Quiz | <input type="checkbox"/> | <input type="checkbox"/> | |
| 26. Multiple choice | <input type="checkbox"/> | <input type="checkbox"/> | |
| 27. Scenario | <input type="checkbox"/> | <input type="checkbox"/> | |
| 28. Exercise | <input type="checkbox"/> | <input type="checkbox"/> | |
| Additional Notes/Comments: | | | |
| <p>PLEASE MAKE A MENTAL REFERENCE TO THIS PARAGRAPH WHEN COMPLETING THE REMAINDER OF THE INSTRUMENT: Consent Decree Paragraph 133: Within 18 months of the effective date of this Agreement, the Department shall audit police officer and supervisory officer training, using independent consultants who have substantial experience in the area of police training. The audit shall assess: ways in which LAPD training could be improved (i) to reduce incidents of excessive use of force, false arrests, and illegal searches and seizures and (ii) by making greater use of community-oriented policing training models that take into account factors including paragraph 117(c): "cultural diversity, which shall include training on interactions with persons different races, ethnicities, religious groups, sexual orientations, persons of the opposite sex, and persons with disabilities, and also community</p> | | | |
| VI. COGNITIVE ATTAINMENT/BEHAVIOR (Check Y=Yes or N=No) | | | |
| | Y | N | Comments |
| 29. Are officers taught not to take interactions personally? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 30. Is the officer taught his/her responsibility as a partner? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 31. Is the officer taught his/her reporting responsibility? ? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 32. Is the officer taught what the penalties are for committing offense? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 33. Is the officer taught the penalties for not reporting his/her or others actions? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 34. Are officers taught how to plan and coordinate individual response to incident? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 35. Are officers taught how to plan and coordinate team (partner) response to incident? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 36. Are the physical and emotional reactions of an officer to an incident addressed? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 37. Is the officer encouraged to tailor his/her approach to each situation (within legal, policy and ethical bounds—reviewer should comment on each area)? | <input type="checkbox"/> | <input type="checkbox"/> | |

RAND Assessment Instrument

38. Is the officer taught what not to do in a particular incident?

Additional Notes/Comments:

VII. ATTITUDE/ORGANIZATIONAL CULTURE (Check Y=Yes or N=No)

| | Y | N | Comments |
|---|---|---|----------|
| 39. Mission and core values of Dept stated? | | | |
| 40. Mission and core values of Dept incorporated throughout curriculum? | | | |
| 41. Are Dept policies stated? | | | |
| 42. Is the chain of command described? Are individual responsibilities made clear? (i.e. are the responsibilities at different levels of chain clear? do people know what they are supposed to do?) | | | |
| 43. Are managerial responsibilities made clear? | | | |

Additional Notes/Comments:

VIII. GENERAL CURRICULUM CONTENT (Complete General and at least one Topic specific sections)
(Check Y=Yes or N=No)

| | Y | N | Comments |
|--|---|---|----------|
| 44. Are current legal standards included? | | | |
| 45. Are community expectations explicitly stated? | | | |
| 46. If Yes to previous question, is curriculum consistent with stated expectations? | | | |
| 47. Are officers encouraged to understand nuances of the different communities on their patrol? | | | |
| 48. Are training objectives explicitly stated? | | | |
| 49. If Yes to previous question, does curriculum reflect these? | | | |
| 50. Is the tactical context addressed? | | | |
| 51. Is an understanding of implications of different cultural backgrounds conveyed? (i.e. how and when to use force?, when not to use force?, differential cultural responses to authority/arrest, etc.) | | | |
| 52. Are diversity awareness elements incorporated in training? | | | |
| 53. Are ethical considerations included? | | | |

Additional Notes/Comments:

RAND Assessment Instrument

IX. SPECIFIC USE OF FORCE CONTENT (Check Y=Yes or N=No)

| | Y | N | Comments: |
|--|---|---|-----------|
| 54. Is "Reasonable Officer" legal standard covered? | | | |
| 55. Is there a clear definition of excessive force? | | | |
| 56. Are there techniques for assessing and handling resistant suspects? (i.e. "force factor, de-escalation tactics) | | | |
| 57. Are there techniques for assessing and handling excessively forceful colleagues? | | | |
| 58. Are reporting procedures for interactions with all suspects made clear (whether or not physical force was used) | | | |
| 59. Are supervisor and manager responsibilities made clear? | | | |
| 60. Is there a system for assessing and judging police behavior? Note: this may be more relevant to upper-level training. | | | |

Additional Notes/Comments:

X. SPECIFIC - ARREST ISSUES (Check Y=Yes or N=No)

| | Y | N | Comments |
|---|---|---|----------|
| 61. Is false arrest defined? | | | |
| 62. Are the elements of crime for appropriate covered? | | | |
| 63. Is "probable cause" defined? | | | |
| 64. Is "reasonable restraint" defined? | | | |
| 65. Are Miranda laws covered? | | | |
| 66. Are detention rules covered? | | | |
| 67. Warrant vs. warrantless arrests? | | | |
| 68. Communication & coordination among officers when multiple officers are on scene | | | |
| 69. Clarity of incident command when multiple officers and supervisors are on scene | | | |
| 70. Bystander/crowd control during arrests—how & when to use (and not use) observers to facilitate successful arrests, to minimize need for force, and to reduce likelihood of complaints | | | |

Additional Notes/Comments:

RAND Assessment Instrument

XI. SPECIFIC SEARCH AND SEIZURE CONTENT (Check Y=Yes or N=No)

| | Y | N | Comments: |
|--|---|---|-----------|
| 71. Are legal and illegal searches and seizures defined? | | | |
| 72. Are "probable cause" or "reasonable suspicion" defined? (i.e. PC to detain, RS to arrest) | | | |
| 73. Are warrantless search policies covered? | | | |
| 74. Are warrant search policies covered? | | | |
| 75. Is acquisition of search consents (non-coercive) and various types of consents (i.e. oral, written, second-party) covered? | | | |
| 76. Are detention policies covered? | | | |
| 77. Is it noted that these are 4 th and 14 th Amendment issues? | | | |

Additional Notes/Comments:

XII. SPECIFIC - CULTURAL DIVERSITY (Check Y=Yes or N=No)

| | Y | N | Comments: |
|--|---|---|-----------|
| 78. Are suggestions made for how to establish communication with different groups? | | | |
| 79. Is there discussion of possible individual cultural biases? | | | |
| 80. Is pedestrian and traffic stop training and data collection covered? | | | |
| 81. Is "profiling" differentiated from "reasonable suspicion"? | | | |
| 82. Is ethics, conflict resolution, and decision-making training included? | | | |
| 83. Are gender equity issues <i>inside</i> (wrt employees) Dept addressed? | | | |
| 84. Are gender equity issues <i>outside</i> (wrt citizens) Dept addressed? | | | |
| 85. Is sexual orientation addressed? | | | |
| 86. Are issues of racial/ethnic diversity addressed? | | | |
| 87. Are issues of special populations addressed (physical disabilities)? | | | |
| 88. Are issues of special populations addressed (deaf)? | | | |
| 89. Are issues of special populations addressed (blind)? | | | |
| 90. Are issues of special populations addressed (mentally ill)? | | | |

Additional Notes/Comments:

| RAND Assessment Instrument | | Page 6 | |
|--|--------------------------|--------------------------|-----------|
| XIII. SPECIFIC - COMMUNITY POLICING (Check Y=Yes or N=No) | | | |
| | Y | N | Comments: |
| 91. Are LAPD community policing elements defined? (i.e. territorial imperative, community partnerships, marshalling resources, problem solving) | <input type="checkbox"/> | <input type="checkbox"/> | |
| 92. Is a decision-making model presented? (i.e. problem solving or other decision making model) | <input type="checkbox"/> | <input type="checkbox"/> | |
| 93. Does training link problem-solving methods used to address crime, disorder and fear with problem solving relevant to use-of-force control? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 94. Are crisis intervention strategies/victimology issues presented? (i.e. how to work with victims) | <input type="checkbox"/> | <input type="checkbox"/> | |
| 95. Differential training for supervisors/managers (eg Leadership)? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 96. Is the officer taught how to determine what the community wants/needs from the police? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 97. How is the role of the officer described? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 98. Are critical thinking skills mentioned? | <input type="checkbox"/> | <input type="checkbox"/> | |
| 99. Is supervisor leadership emphasized? Are skills presented for supervising problem solving? | <input type="checkbox"/> | <input type="checkbox"/> | |
| Additional Notes/Comments: | | | |
| | | | |
| | | | |

INDIVIDUAL INTERVIEW RESPONDENTS

We conducted individual interviews with the following:

- James K. Hahn, Mayor of Los Angeles
- Cindy Miscikowski, Public Safety Chair, Los Angeles City Council
- William J. Bratton, Chief of Police, Los Angeles Police Department
- Constance Rice, The Advancement Project
- Erwin Chemerinsky, University of Southern California Law School
- Merrick Bobb, Police Assessment Resource Center
- Joan Sweeney, police education consultant
- Assistant Chief George Gascón
- Assistant Chief James McDonnell
- Sergio Diaz, Captain, Training Division, and Acting Commander, Training Group
- Robin Greene, Director, Training Group
- William Sutton, Captain, Continuing Education Division
- William Murphy, Lieutenant, Continuing Education Division
- Mark Olvera, Lieutenant, Training Division.

We also conducted individual interviews with representatives of

- Police Protective League
- Command Officers Association
- Inspector General
- Police Commission
- Museum of Tolerance
- Pat Brown Institute
- ACLU
- the Hispanic community
- the Asian community.

Focus groups were conducted with LAPD personnel:

- Training group lieutenants and sergeants
- Training coordinators
- Senior lead officers
- Field training officers
- Probationers.

INDIVIDUAL INTERVIEW INSTRUMENT

RAND Interview Instrument

INTRODUCTION

RAND is a non-profit, non-partisan research organization. For this project, RAND is serving as an independent consultant working with the LAPD to enhance their training programs to help the Department better serve the community. We are looking specifically at training modules concerning use of force, laws of arrest, search and seizure, community policing, and diversity. In addition to a review of written training materials, classroom observation, and case studies, we are conducting interviews of individuals like you who have experience and/or a role vis-à-vis these LAPD training elements.

In this interview, I am going to be asking you questions about your thoughts on LAPD training in the areas I just listed. Your answers will be anonymous unless you give permission to attribute comments to you. In that case, you will be asked to sign a release form. This interview will take about 30 minutes. Thank you for your time and thoughts.

FOR REFERENCE PURPOSES ONLY!

CONSTITUENT GROUPS

This list serves to indicate the nature and type of people that we will interview. Due to time and budget constraints, we will not interview everyone on this list. We will conduct in-person (or phone) interviews with primary individuals; and will convert the questionnaire to email format for broader use. Further, we will attempt to interview of diverse cross-section of individuals in terms of demographic characteristics.

- Los Angeles Police Department
 - Trainers (and FTOs)
 - Training Group staff
 - LAPD staff (officer through command level)
 - Civilians
- Law Enforcement
 - Federal
 - California (other agencies, CHP, POST)
 - Local police agencies outside of California
- Los Angeles stakeholders
 - Elected officials and staff
 - Community representatives
 - Consultants/experts (e.g., Museum of Tolerance, Pat Brown Institute, USC)
 - Social Service providers
 - Victims/Arrestees
- Legal representatives
 - City Attorney
 - Defense representatives
 - Legal Aid
 - Legal experts (e.g., Ed Chemerinsky, Constance Rice)
- Diversity/Civil Liberties Groups
 - Gender
 - Sexual Orientation
 - Nationality
 - Race
 - Religion
 - Physical or Mental Disability
- Other
 - Media
 - National subject matter experts

RAND Interview Instrument

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Interviewer's Name _____
Date of Interview _____
Interviewee's Name _____
Interviewee's _____
Position and Agency _____
Other _____

QUESTIONNAIRE

We have several general areas we are examining in this study. These are: use of force, laws of arrest, search and seizure, community policing, and diversity. For the best use of our time today, please feel free to focus on the areas where you feel you have the most to contribute. Please skip the areas that aren't applicable to your experience.

1) *Please briefly describe your history/experience with LAPD training. **Prompt:** How long have you been involved with LAPD? (2-3 min)*

2) *First, let's talk a little about training methods (5 min)*

a) *What is your opinion of the adequacy and effectiveness of the current training methods and delivery?*

RAND Interview Instrument

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b) Do you think there are areas that need improvement? If so, what areas? Why?

3) *We're also interested in how officers learn their roles and are acculturated to the Department. (5 min)*

a) How do you see officers being acculturated to the Department?

b) Specifically, how are officers taught to think of their roles as authority figures?

RAND Interview Instrument

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c) What is the sergeant's role in officer professional development?

4) *Now we'd like to address curriculum content. (7 – 9 min)*

a) How are the mission and core values of the Department integrated into the training materials?

b) How often is the curriculum updated with current local, state, and federal legal standards and department policies? **If not apparent**, what is the process for updating the curriculum with current policies and standards? Is there an auditing system that ensure that training materials are consistent with training policies?

RAND Interview Instrument

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c) Are community expectations solicited? **If so**, how? Are training guidelines adjusted to incorporate these?

d) Are issues of diversity integrated throughout training or in segmented modules? **Please cite examples.**

e) Does training address ethical decision-making issues? **If so**, how?

RAND Interview Instrument

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f) Are officers taught what **NOT** to do? **Please cite examples** (if time permits)

g) After an incident, in addition to explaining what an officer did wrong, how does the Dept communicate to that officer and others what they Should do the next time? E.g., how are lessons learned transmitted?

h) In your opinion, is Field Training consistent with recruit training?

RAND Interview Instrument

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5) *In this study, we are looking at five specific curriculum elements: (5 min)*

Use of Force

False Arrest

Search and Seizure

Diversity (race, religion, gender, sexual orientation, physical or mental disability)

Community Policing

a) Drawing on your past experiences and possibly discussions that you've had, are there any particularly good 'lessons learned' or areas of concern in these areas?

b) What trends do you see that will affect these areas of training? These can be within or outside of the Department.

6) *How do Department infrastructure systems relate to training goals? For instance, are promotion and disciplinary systems designed to be supportive of training goals (with regard to UOF, CP, etc.) (2-3 min)*

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7) *Do you find that political correctness or sensitivity considerations act as a barrier to effective teaching and understanding? (2 min)*

8) *Finally, do you have other individuals who you think would be particularly valuable to interview on these topics? (1min)*

Interviewer leave behind business card with email address.

LOS ANGELES POLICE DEPARTMENT CORE VALUES¹

SERVICE TO OUR COMMUNITIES

We are dedicated to enhancing public safety and reducing the fear and the incidence of crime. People in our communities are our most important customers. Our motto “to protect and to serve” is not just a slogan—it is our way of life. We will work in partnership with the people in our communities and do our best, within the law, to solve community problems that affect public safety. We value the great diversity of people in both our residential and business communities and serve all with equal dedication.

REVERENCE FOR THE LAW

We have been given the honor and privilege of enforcing the law. We must always exercise integrity in the use of the power and authority that have been given to us by the people. Our personal and professional behavior should be a model for all to follow. We will obey and support the letter and the spirit of the law.

COMMITMENT TO LEADERSHIP

We believe the Los Angeles Police Department should be a leader in law enforcement. We also believe that each individual needs to be a leader in his or her area of responsibility. Making sure that our val-

¹This appendix comes from LAPD, 2003e.

ues become part of our day-to-day work life is our mandate. We must each work to ensure that our co-workers, our professional colleagues and our communities have the highest respect for the Los Angeles Police Department.

INTEGRITY IN ALL WE SAY AND DO

Integrity is our standard. We are proud of our profession and will conduct ourselves in a manner that merits the respect of all people. We will demonstrate honest, ethical behavior in all our interactions. Our actions will match our words. We must have the courage to stand up for our beliefs and do what is right. Throughout the ranks, the Los Angeles Police Department has a long history of integrity and freedom from corruption. Upholding this proud tradition is a challenge we must all continue to meet.

RESPECT FOR PEOPLE

Working with the Los Angeles Police Department should be challenging and rewarding. Our people are our most important resource. We can best serve the many and varied needs of our communities by empowering our employees to fulfill their responsibilities with knowledge, authority and appropriate discretion. We encourage our people to submit ideas, we listen to their suggestions, and we help them develop to their maximum potential. We believe in treating all people with respect and dignity: we show concern and empathy for the victims of crime and treat violators of the law with fairness and dignity. By demonstrating respect for others, we will earn respect for the Los Angeles Police Department.

QUALITY THROUGH CONTINUOUS IMPROVEMENT

We will strive to achieve the highest level of quality in all aspects of our work. We can never be satisfied with the “status quo.” We must aim for continuous improvement in serving the people in our communities. We value innovation and support creativity. We realize that constant change is a way of life in a dynamic city like Los Angeles, and we dedicate ourselves to proactively seeking new and better ways to serve.

**LOS ANGELES POLICE DEPARTMENT MANAGEMENT
PRINCIPLES¹**

1. REVERENCE FOR THE LAW

The main thrust of a peace officer's duties consists of an attempt to enforce the law. In our application of the law, we must do it within a legal spirit which was so clearly set forth by the framers of the Bill of Rights, an original part of our Constitution. That bill had as its purpose elevating the rights of each citizen to a position co-equal with the state which might accuse him. Its purpose was to provide for an enforcement of the law with fundamental fairness and equity. Because of the Bill of Rights, the dignity of the individual person in America was placed in an almost sacred position of importance.

A peace officer's enforcement should not be done in grudging adherence to the legal rights of the accused, but in a sincere spirit of seeking that every accused person is given all of his rights as far as it is within the powers of the police.

In the discharge of our enforcement of criminal statutes, the peace officer must scrupulously avoid any conduct which would make him a violator of the law. The solution of a crime, or the arrest of a law-breaker, can never justify the peace officer committing a felony as an expedient for the enforcement of the law.

¹This appendix comes from LAPD, 2003c.

We peace officers should do our utmost to foster a reverence for the law. We can start best by displaying a reverence for the legal rights of our fellow citizens and a reverence for the law itself.

2. CRIME PREVENTION TOP PRIORITY

The basic mission for which the police exist is to prevent crime and disorder as an alternative to repression by military force and severity of legal punishment. When the police fail to prevent crime, it becomes important to apprehend the person responsible for the crime and gather all evidence that might be used in a subsequent trial.

3. PUBLIC APPROBATION OF POLICE

The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect.

4. VOLUNTARY LAW OBSERVANCE

The police must secure the willing cooperation of the public in voluntary observance of the law in order to be able to secure and maintain the respect and approval of the public.

5. PUBLIC COOPERATION

The degree of public cooperation that can be secured diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.

6. IMPARTIAL FRIENDLY ENFORCEMENT

The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law without regard to the justice or injustice of the substance of individual laws; by readily offering individual service and friendship to all members of society without regard to their race or social standing; by the ready exercise of courtesy and friendly good

humor; and by readily offering individual sacrifice in protecting and preserving life.

7. MINIMUM USE OF FORCE

The police should use physical force to the extent necessary to secure observance of the law or to restore order when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives; and police should use only the reasonable amount of physical force which is necessary on any particular occasion for achieving a police objective.

8. PUBLIC ARE THE POLICE

The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare.

9. LIMIT OF POLICE POWER

The police should always direct their actions strictly toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.

10. TEST OF POLICE EFFECTIVENESS

The test of police effectiveness is the absence of crime and the presence of public order. It is not the evidence of police action in dealing with crime and disorder.

11. PEOPLE WORKING WITH POLICE

The task of crime prevention cannot be accomplished by the police alone. This task necessarily requires the willing cooperation of both the police and the public working together toward a common goal.

12. PEOPLE WORKING WITH PEOPLE

Since the police cannot be expected to be on every residential or business block, every hour of the day, a process must be developed whereby each person becomes concerned with the welfare and safety of his neighborhood. When people are working with other people in their neighborhood, they can effectively reduce crime.

13. MANAGERS WORKING WITH POLICE

Only line police officers perform the tasks for which police were created. They are the operating professionals. Supervisors and managers exist to define problems, to establish objectives, and to assist line police officers in the accomplishment of the police mission.

The evaluation of a manager should be based on the improvement and excellence of his subordinates in the achievement of organizational goals. The life's blood of good management is a thoroughly systematic, two-way circulation of information, feelings, and perceptions throughout the organization.

14. POLICE WORKING WITH POLICE

For many reasons, some specialization of work is necessary. Specialization should be created only when vitally necessary. When specialization is created, organization should be adjusted to ensure that the specialists and generalists who serve the same citizens work closely together on the common problems in as informal an organizational structure as possible. This will tend to ensure a unity of effort, resources, and the effective service to a common goal.

15. POLICE WORKING WITH CRIMINAL JUSTICE SYSTEM

It must be recognized that the police and the people alone cannot successfully resolve the problems of crime. The criminal justice system as a whole, in order to properly serve the public, must operate as a total system with all of its various elements working together. The close cooperation of the police with prosecutors, courts, and correctional officers is necessary in order to ensure the development of a safer community.

16. POLICE/PRESS RELATIONSHIPS

One of the first and most fundamental considerations of this nation's founders in drafting the Bill of Rights was to provide for a free press as an essential element of the First Amendment to the Constitution. They recognized that a well-informed citizenry is vital to the effective functioning of a democracy. Police operations profoundly affect the public and therefore arouse substantial public interest. Likewise, public interest and public cooperation bear significantly on the successful accomplishment of any police mission. The police should make every reasonable effort to serve the needs of the media in informing the public about crime and other police problems. This should be done with an attitude of openness and frankness whenever possible. The media should have access to personnel, at the lowest level in a Department, who are fully informed about the subject of a press inquiry. The media should be told all that can be told that will not impinge on a person's right to a fair trial, seriously impede a criminal investigation, imperil a human life, or seriously endanger the security of the people. In such cases, the minimum information should be given which will not impinge on the four areas and we should merely state that nothing more can be said.

In all other matters in our relationship with the media in dealing with current news, every member of the Department should make every reasonable effort consistent with accomplishing the police task in providing the media representatives with full and accurate material.

17. MANAGEMENT BY OBJECTIVES

In order to effectively deal with the most important problems, objectives must be established. The establishment of objectives and the means used to ensure that they are reached must include the participation of those involved in the task. The setting of an objective has very little meaning without the participation of those involved.

18. MANAGEMENT BY PARTICIPATION

Since employees are greatly influenced by decisions that are made and objectives that are established, it is important for them to be able to provide input into the methods utilized to reach these decisions.

Employees should be encouraged to make recommendations which might lead to an improvement in the delivery of police services and assist in the furtherance of the Department meeting its objective.

19. TERRITORIAL IMPERATIVE

Police work is one of the most personal of all personal services. It deals with human beings in life and death situations. The police officers and the people they serve must be as close as possible, and where possible must know one another. Such closeness can generate the police-citizen cooperation necessary for the involvement of the whole community in community protection. Organization of assignments should ensure that the police and the same citizens have an opportunity to continuously work for the protection of a specific community. Strength through interacting together and working together on common problems can be enhanced through officers and the people feeling at home with one another in an atmosphere of mutual cooperation. This may be described as a utilization of the "Territorial Imperative."

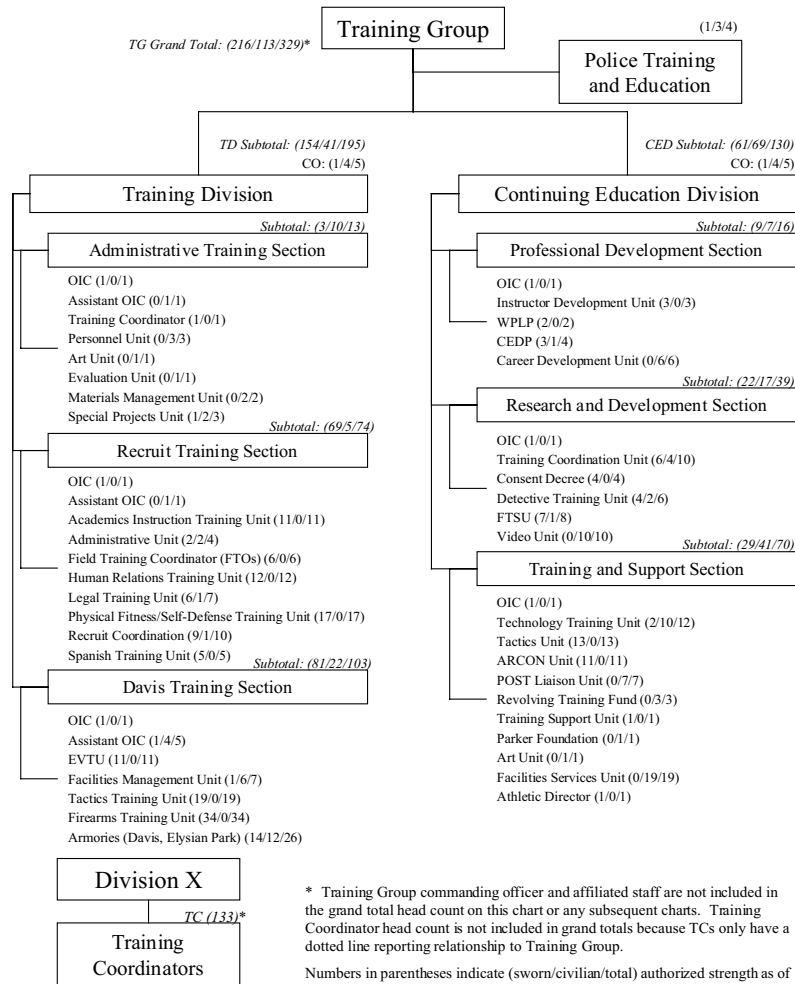
20. OPENNESS AND HONESTY

For police-public cooperation, there must be respect of the police by the public. This is best ensured by optimum openness of the Department in its operations. A general feeling and reality of openness must pervade the police organization. Above all, the police officer must be consistently open, honest, and trustful in all matters. A combination of honesty and openness will effectively develop respect in the community for the police and make it possible for citizens to come to them with problems and information. Where this trust does not exist because of a lack of honesty or openness, the channels of communication between the police and the public are clogged and the police must desperately struggle on alone.

LAPD ORGANIZATION CHARTS

Figure G. 1 shows the current LAPD training organization structure. Figures G.2 and G.3 show two alternative organization structures for LAPD training. For more details on the alternatives, see Chapter Three and Appendix H.

Current LAPD Training Organization Structure



SOURCE: Robin Greene, Director of Training and Education, interview by Barbara R. Panitch, February 10, 2003.

Figure G.1

Alternative 1: Proposed LAPD Training Organization Structure

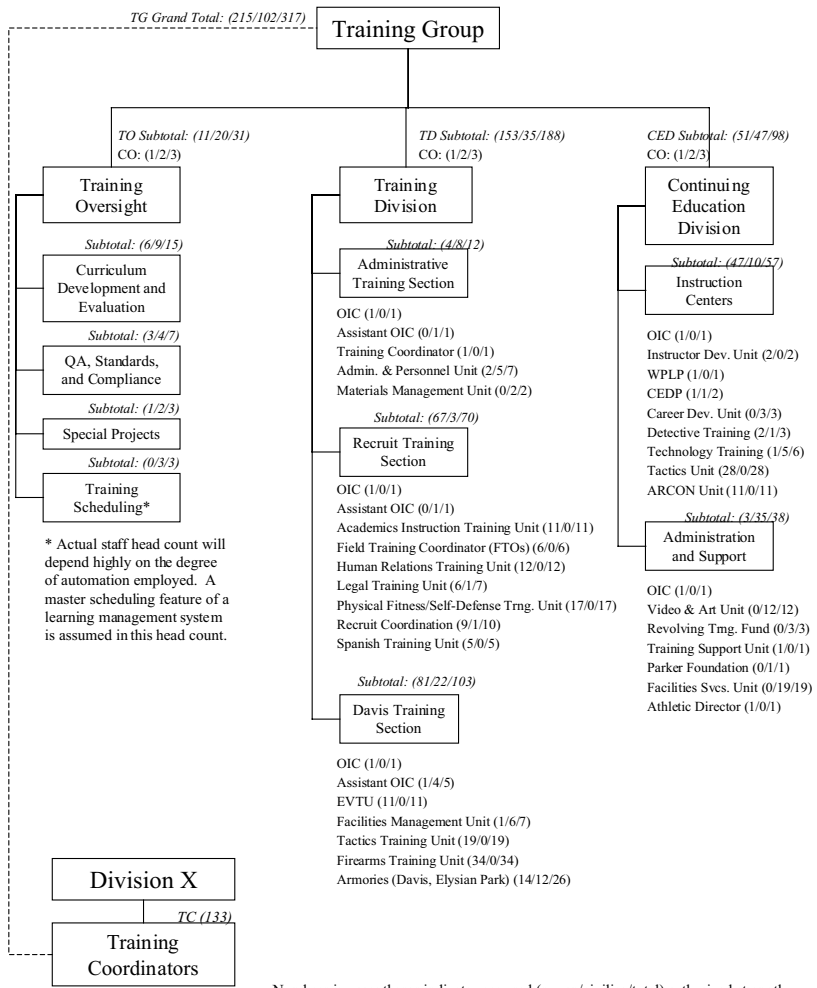


Figure G.2

Alternative 2: Proposed LAPD Training Organization Structure

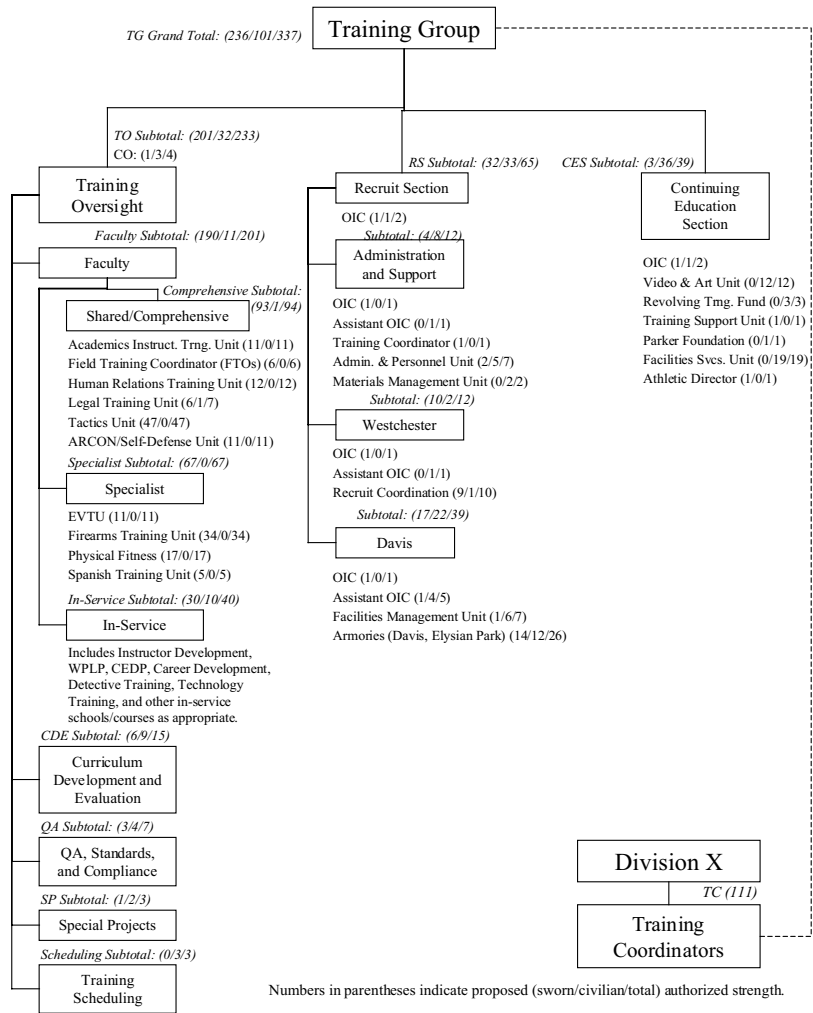


Figure G.3

SUMMARY OF ORGANIZATION CHANGES

Table H.1
Alternative 1

| Item | Training Group Division | Recommended Change | Net Headcount Effect |
|------|-------------------------------------|--|----------------------|
| 1 | Training Division | Move Art Unit to new, consolidated Art & Video Unit in CED | -1 |
| 2 | | Move Special Projects Unit to new Training Oversight function | -3 |
| 3 | | Move Evaluation Unit to new Training Oversight function | -1 |
| 4 | | Consolidate Administrative Unit (in Recruit Training Section) with Personnel Unit (in Administrative Training Section) | 0 |
| 5 | | Eliminate two administrative support/clerical positions in the office of the Training Division commanding officer (Alternative: eliminate two administrative support/clerical positions in the consolidated Administrative & Personnel Unit, Item 4 above) | -2 |
| | | Net Headcount Change | -7 |
| 6 | Continuing Education Division (CED) | Move Instructor Development Unit to CED, Instruction Centers; eliminate one staff position as a result of synergies with Training Oversight function | -1 |
| 7 | | Move WPLP to CED, Instruction Centers; eliminate one staff position as a result of synergies with Training Oversight function | -1 |

Table H.1—continued

| Item | Training Group Division | Recommended Change | Net Headcount Effect | |
|------|---|---|----------------------|-----|
| 8 | Continuing Education Division (CED) continued | Move CEDP to CED, Instruction Centers; eliminate two staff positions as a result of synergies with Training Oversight function | -2 | |
| 9 | | Move Career Development Unit to CED, Instruction Centers; eliminate three staff positions as a result of synergies with Training Oversight function | -3 | |
| 10 | | Move Detective Training Unit to CED, Instruction Centers; eliminate three staff positions as a result of synergies with Training Oversight function | -3 | |
| 11 | | Move Technology Training Unit to CED, Instruction Centers; eliminate six staff positions as a result of synergies with Training Oversight function | -6 | |
| 12 | | Move Tactics Unit to CED, Instruction Centers; add 14 instructors and 1 supervisor to reduce in-service training cycle from 5 years to 2 years | +15 | |
| 13 | | Move ARCON Unit to CED, Instruction Centers | 0 | |
| 14 | | Move one officer in charge (OIC) to new Instruction Centers Section; move one OIC to new Administration and Support Section; eliminate one OIC | -1 | |
| 15 | | Consolidate Art Unit (in Training and Support Services Section) and Video Unit (in Research and Development Section) into new Video & Art Unit; acquire and consolidate Art Unit from Training Division | +1 | |
| 16 | | Move Training Coordination Unit to new Training Oversight function | -10 | |
| 17 | | Move Consent Decree Unit to new Training Oversight function | -4 | |
| 18 | | Move FTSU to new Training Oversight function | -8 | |
| 19 | | Move POST Liaison Unit to new Training Oversight function | -7 | |
| 20 | | Eliminate two administrative support/clerical positions in the office of the commanding officer of CED | -2 | |
| | | | Net Headcount Change | -32 |

Table H.1—continued

| Item | Training Group Division | Recommended Change | Net Headcount Effect |
|---|-------------------------------|---|----------------------|
| 21 | Police Training and Education | Move to new Training Oversight function, Curriculum Development and Evaluation Unit; eliminate one administrative support/clerical position | -4 |
| | | Net Headcount Change | -4 |
| 22 | Training Oversight | Form Training Oversight function; add one OIC and two administrative support/clerical staff | +3 |
| 23 | | Form Curriculum Development and Evaluation Unit | +12 |
| 24 | | Form Quality Assurance, Standards, and Compliance Unit | +7 |
| 25 | | Form Special Projects Unit | +3 |
| 26 | | Form Training Scheduling Unit; actual head count will depend highly on the degree of automation employed | +3 |
| 27 | | Move Police Training and Education to Training Oversight function, Curriculum Development and Evaluation Unit | +3 |
| | | Net Headcount Change | +31 |
| Total Training Group Net Headcount Change | | | -12 |

Table H.2
Alternative 2

| Item | Training Group Division | Recommended Change | Net Headcount Effect |
|------|-------------------------|---|----------------------|
| 1 | Training Division | See Items 1-4, Alternative 1 | -5 |
| 2 | | Move Academics Instruction Training Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit | -11 |
| 3 | | Move Field Training Coordinator Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit | -6 |
| 4 | | Move Human Relations Training Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit | -12 |
| 5 | | Move Legal Training Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit | -12 |
| 6 | | Move Physical Fitness/Self-Defense Training Unit to new Training Oversight function, Faculty section, Specialist unit | -17 |
| 7 | | Move Spanish Training Unit to new Training Oversight function, Faculty section, Specialist unit | -5 |
| 8 | | Move Emergency Vehicle Training Unit (EVTU) to new Training Oversight function, Faculty section, Specialist unit | -11 |
| 9 | | Move Tactics Training Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit; consolidate with Tactics Unit from CED | -19 |
| 10 | | Move Firearms Training Unit to new Training Oversight function, Faculty section, Specialist unit | -34 |
| 11 | | Rename Training Division "Recruit Section" and establish one OIC with one support staff | +2 |
| | | Net Headcount Change | -130 |

Table H.2—continued

| Item | Training Group Division | Recommended Change | Net Headcount Effect |
|------|-------------------------------------|--|----------------------|
| 12 | Continuing Education Division (CED) | Move Instructor Development Unit to new Training Oversight function, Faculty section, In-Service unit | -3 |
| 13 | | Move WPLP to new Training Oversight function, Faculty section, In-Service unit | -2 |
| 14 | | Move CEDP to new Training Oversight function, Faculty section, In-Service unit | -4 |
| 15 | | Move Career Development Unit to new Training Oversight function, Faculty section, In-Service unit | -6 |
| 16 | | Move Detective Training Unit to new Training Oversight function, Faculty section, In-Service unit | -6 |
| 17 | | Move Technology Training Unit to new Training Oversight function, Faculty section, In-Service unit | -12 |
| 18 | | Move Tactics Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit; consolidate with Tactics Unit from Training Division | -13 |
| 19 | | Move ARCON Unit to new Training Oversight function, Faculty section, Shared/Comprehensive unit | -11 |
| 20 | | Eliminate Professional Development, Research and Development, and Training and Support Sections; collapse into a single section; eliminate two OIC positions | -2 |
| 21 | | See Items 15–19, Alternative 1 | -28 |
| 22 | | Eliminate four support positions for OIC | -4 |
| 23 | | Rename Continuing Education Division “Continuing Education Section” | 0 |
| | | | Net Headcount Change |
| 24 | Police Training and Education | Move unit to new Training Oversight function; eliminate one administrative support/clerical position | -4 |
| | | | Net Headcount Change |

Table H.2—continued

| Item | Training Group Division | Recommended Change | Net Headcount Effect |
|---|-------------------------|---|----------------------|
| 25 | Training Oversight | Form Training Oversight function; add one OIC and three administrative support/clerical staff | +4 |
| 26 | | See Items 23–27, Alternative 1 | +28 |
| 27 | | Acquire faculty; see Items 2–10 and 12–19, Alternative 2 | +164 |
| 28 | | Add 14 Tactics instructors and one supervisor to reduce training cycle time from 5 years to 2 years | +15 |
| 29 | | Add 22 Training Coordinators to Faculty section as full-time instructors | +22 |
| | | | Net Headcount Change |
| Total Training Group Net Headcount Change | | | +8 |

**LEARNING MANAGEMENT SYSTEMS: TOOLS TO
INCREASE THE EFFECTIVENESS OF LAPD TRAINING
EFFORTS**

INTRODUCTION

Learning management systems (LMSs) are viewed as many things to many people. Proponents and providers tout the benefits and downplay the real challenges in integrating LMSs into the information infrastructures of organizations.¹ The goals of this appendix are to

- provide a general explanation of what LMSs are and what value they provide an organization
- describe the initial general needs of the LAPD, based on limited discussions with senior training management and staff members, then offer three very broad approaches to defining possible solutions
- enumerate a process for defining the organizational needs for learning management tools and a general approach to selecting an appropriate provider and system
- discuss the general costs associated with acquiring, implementing, and supporting an LMS
- generally help the LAPD to become an informed, demanding customer of appropriate LMS technology.

¹Garvin, 1998; Moran, 2002; and Rosemann, 2002.

Each topic is addressed in turn and followed by a simple hypothetical scenario regarding how a member of the rank and file of the LAPD might use a sophisticated future LMS. The goal is to provide a brief example of the different kinds of value an LMS might provide and also to simulate thought and discussion. For example, What are other potential increases in productivity and training readiness? What are other ways to reduce human-mediated record keeping and improve the quality of training-related data?

OVERVIEW OF LEARNING MANAGEMENT SYSTEMS

LMSs and the automation they provide offer the LAPD many potential improvements to their training operations, including

- assisted training schedule development
- centralized and easily manipulated course outlines
- class lesson plans
- instructor profiles and assignment schedules
- online registration and automated course reminders
- detailed tracking of attendance and performance.

The technical definitions of LMSs vary widely. Rossett (2002), author of the American Society for Training and Development's e-learning handbook, defines an LMS as:

Software that automates the administration of training events. The LMS registers users, tracks courses in a catalog, and records data from learners; it also provides appropriate reports to management. The database capabilities of the LMS extend to additional functions such as company management, online assessments, personalization, and other resources.

Learning management systems administer and track both online and classroom-based learning events, as well as other training processes (these would need to be manually entered into the system for tracking purposes). An LMS is typically designed for *multiple* publishers and providers. It usually does not include its own authoring

capabilities; instead it focuses on managing courses created from a variety of other sources.

An important distinction in the definition is between the administrative information and activities surrounding training courses versus the educational content of the courses. The domain of LMSs is the administration of learning events separate from the actual teaching of courses themselves.

LMSs are widely in use by many medium-to-large, forward-thinking organizations as a way to better manage the development of the most valuable assets those organizations have: the professional capital of their workforce.²

GENERAL OPTIONS FOR LMSS TO IMPROVE VISIBILITY AND MANAGEMENT OF LAPD'S TRAINING EFFORTS

Based on preliminary discussions with members of the training group staff, there are both immediate and more long-term challenges to improving the visibility and management of LAPD's training efforts. Because there has been no formal needs assessment to date, this book offers only very broad options for the functionality of LMSs to improve the operations of the LAPD's training organization. The three options listed below are *not* meant to be definitive or detailed, but instead provide overviews of three different levels of functionality. Options 2 and 3 are generally supersets of the options included in lower-numbered options; Option 3 generally includes the features available in Option 1 and hence also available in Option 2. Instructor scheduling is an example: It is a feature of the minimum system (Option 1) and is therefore also a feature of full LMSs described in Options 2 and 3. The cost ranges associated with each option are also very broad. A general discussion of LMS costs also appears below.

²Schank, 2002.

Option 1: Automate Only the Process of Building a Class Schedule and Reserving Seats in Courses

Add a very basic, web-based, stand-alone course-scheduling and reservation system (one part of an LMS) to

- unburden the training management staff from hand-constructing the course schedules, room assignments, and similar primary tasks
- provide “smart” schedule-building tools to assist in avoiding scheduling overlaps, double-booking instructors, etc.
- provide web-based access to the schedules of what courses are being offered, by course, time-slot, instructor, and/or classroom
- allow students to reserve slots in courses.

Such systems

- *do not* keep any records of student performance or achievement
- *do not* include any course catalog information
- *do not* check on the qualifications or prerequisites of students reserving course seats
- *do not* link to any course content or instructor information.

General Total Cost for Option 1: In the low thousands of dollars per year for annual licenses, relatively low implementation costs in the low thousands to bring up the system and load the data (these costs are low because the option is designed to be independent of any other data system and to have absolute minimal customization), and low maintenance costs.

Option 2: Implement a Basic, Stand-Alone LMS That Does Not Integrate into Other Information Systems but Provides Many Features of Training Support

Such an LMS would include

- scheduling tools

- online catalog and information on instructors and course offerings
- online registration for students
- basic reporting of course information and student completion
- customizable reporting for management.

General Total Cost for Option 2: In the low tens-of-thousands of dollars per year for license/use fees, initial implementation costs in the low tens-of-thousands to bring up the system and load the data (more complex data loading than for Option 1, some customization, very minimal integration into other data systems) and moderate annual maintenance costs to maintain the databases.

Option 3: Implement a State-of-the-Art LMS That Integrates Seamlessly into Other Information Systems and Provides a Rich Set of Features for Training Support

A full-featured LMS adds many potentially important components to the capabilities in Option 2, above. Included are integration of the LMS into a suite of learning tools and online, distance-learning content (support for student learning and actual course materials) that is also generally included in the category of information systems called learning-content delivery systems:

- online assessments and detailed, secure student records
- student tool-kits to help them manage their training and “career-pathing” opportunities in the force, based on current and future courses to be offered
- tracking of web-based, distance-learning courses at a fine level of performance, e.g., down to the time spent per web-page and each response to a question on a quiz or test
- customizable “digital dashboards” for reporting data from the LMS for managers at all levels of the organization to allow them to manage the training process
- online collaboration tools for groups to work together, at a distance

- instructor tool-kits to allow instructors to post course materials and examination feedback, to have threaded discussions, to conduct online office hours, etc.
- learning content management systems that are repositories for all the course materials (e.g., slides, tests, graphics) and carefully controlled access to these resources
- provision of detailed archiving of all aspects of the LMS and student performance
- capabilities for students to submit their work online, to build portfolios of their best work for course evaluation and eventual inclusion in their human resources files.

General Total Cost for Option 3: In the high hundreds-of-thousands or low millions of dollars for implementation, and significant annual costs for licenses, operation, and support.

SELECTING A LEARNING MANAGEMENT SYSTEM

Selecting any significantly expensive and complex software for an organization should be done using appropriate care and established methods. There are varying suggestions in the literature for the process of selecting a learning management system.³ The following steps are fairly general:

1. Begin the selection and implementation process with a thorough “needs analysis”: What are the LAPD organizational requirements and LMS features appropriate for LAPD needs?
2. Understand the e-learning industry standards that the LMS should follow: What are current and evolving requirements so that the product chosen will function well over the next five–ten years?
3. Master the terms and acronyms associated with the industry.
4. Establish who are the current major players in the market and look for general industry/market feedback on customer satisfac-

³Hall, 2002; and Tiwana, 1999.

tion: What is the marketplace saying about their experiences with different vendors?

5. Build a comparative table to analyze key features and benefits across products.
6. Write an effective LMS request for proposal (RFP).⁴
7. Develop questions for each vendor who responds to the RFP to drill down into their proposal and clarify outstanding issues; talk with customers of each qualifying vendor to assess satisfaction with the product, service, and support provided.

In carrying out the first step of doing a “needs assessment,” it is important to include all the relevant “stakeholders” in the training group who would use the LMS.⁵ In the case of the LAPD, this would potentially include

- training group management staff
- training group managers themselves (people who schedule and provide logistics support of course delivery)
- training deliverers (the training group and CED instructors)
- trainees (recruits and in-service students).

If the system will be interfacing with other information systems, such as those in personnel/human resources, then the needs-assessment effort would also include other senior managers in the organization to ensure that their information/reporting needs and management goals are covered by the LMS. There may also be other offices within the LAPD that might want to take advantage of training data such as audit units or internal affairs. These should also be polled during the needs-assessment phase.

There is also the critically important task of understanding the systems integration aspects of implementing the technology within the information infrastructure of the LAPD. Will the LMS be pulling in-

⁴Hall (2002) offers a sample RFP at his web site as well as other resources: www.brandan-hall.com, last accessed June 20, 2003.

⁵Piskurich, 2000.

formation in an automated fashion from the other LAPD systems? Specifically, how will the LMS interface with the personnel systems and their risk-assessment systems?

There are also the more mundane questions of hardware support: On what servers will the system run? Who maintains them? Do they have the capacity to support the application? Such questions are critical to ensure that the implementation will appropriately fit the existing information architecture and provide quality service for the lifetime of the system.

As with most large-scale organizational change efforts, the up-front effort in planning and preparation ensures a much higher probability of success. Choosing an LMS is no different. Unless the LAPD chooses the first option above, selecting a simple scheduling and registration system, we strongly recommend that for any more significant effort at providing LMS capability, the LAPD should carefully consider engaging the service of a for-profit consulting group that has done several successful implementations of LMSs for similar-sized organizations. There is no substitute for experts who can guide the needs assessment, system selection, customization, and implementation. The stakes and costs are high, so having unbiased expertise on the side of the LAPD when going to the marketplace is a prudent measure.

There are many providers of LMSs in the marketplace today, Hall (2002) lists the following as significant:

- Docent
- Isopia
- Learnframe
- Saba
- TEDS
- THINQ training software.

RAND has done no research on these firms and provides no recommendations about providers.

LMS COST INFORMATION: ROUGH GUIDES FOR ESTIMATING COSTS

Like most answers to most complex questions, the unsatisfying answer to the question of how much LMSs cost is “It depends.” Costs will vary depending on

- the number of courses you want to administer
- the number of students you will be serving
- the provider you choose
- the maintenance agreement you choose
- the different kinds of features you can add, e.g., “smart” tools to assist in avoiding scheduling overlaps or double-booking instructors
- the amount of integration that your system will involve with existing legacy systems
- the amount of sharing of data between the system and the personnel systems
- the amount of historical data you want to load into the system
- the detail of the data you collect on student progress
- the amount of customization you would like to make for standard managerial reports
- many other factors that a consultant could help the Department to identify during a requirements-gathering and system-design process.

In general, costs for implementing LMSs include the following categories.

Implementation Costs

- Costs of searching for and hiring a firm to provide “systems integration” expertise, if this is to be a major software integration effort.

- Costs of a detailed needs assessment/requirements definition effort to specify the system needed.
- Costs of implementing the system
 - customization of software
 - loading initial data
 - possible computer hardware upgrade costs to support the LMS and associated databases.
- Costs for “internal marketing” of the system to raise awareness and gain acceptance.

Operational Costs

Initial and ongoing costs for training users (both end users and training administration staff).

- Annual costs for
 - software license (can vary “per seat” or other usage metrics)
 - software maintenance contract
 - part-time “systems administrator” and “database technician” roles
 - archival data storage fees.

The Ephemeral Issue of “Cost Savings”

There is a natural interest to measure cost savings when implementing moderate- to large-value software systems aimed at improving efficiencies and productivity. It has traditionally been difficult to measure cost savings of technology implementations in a systemic way. Freed-up person-hours often are retasked to other needy efforts within the organization. Cost reductions in one area are often countered by new costs in another (Zuboff, 1988), e.g., having a part-time systems administrator and database technician to maintain the system when you are replacing people who used to do the same task with paper or spreadsheets.

However, what is generally found is that the quality of service goes up from the perspective of the group being served by the new information system (Zuboff, 1988). New efficiencies appear: Officers have their training information at a single, easily accessible site. Searching for and selecting courses becomes easier. Managers can find out where their in-service officers are while in their training, at all times. These and other capabilities, such as centralized instructor scheduling, are fundamentally critical to the Department reorganization as discussed in the body of this book.

In sum, people will generally accomplish more with greater ease, but measuring the cost savings is difficult.

SUMMARY: BENEFITS WILL COME, BUT SO TOO WILL COSTS

LMSs and the automation they provide offer the LAPD many potential improvements to their training operations. As other organizations will attest (Schank, 2002), better management of the development of the professional capital of their workforce greatly improves the quality of their employees and appears to improve employee retention. This makes sense given that people will generally stay with a job if it continues to engage/challenge them intellectually and offers clear paths for learning and growth. LMSs are tools to help provide structured access to that learning.

While highly desirable from a number of perspectives, LMS automation clearly comes with considerable up-front and life-cycle costs in terms of manpower and dollars. Committing to such a system will require an initial investment of money, time, and effort to succeed, and it will need to have strong organizational support at a high level. Without significant will and senior attention, such an effort could end with an inappropriately specified system implemented badly and hence unused. From such an investment will come organizational returns in the form of efficiencies and improved effectiveness, but they will take some time to realize.

For any serious effort at providing LMS capability, we strongly recommend engaging the service of a for-profit consulting group that has done several successful implementations of LMSs for similar-sized organizations. The expertise of having experienced, unbiased

talent in a “systems integrator” or “general contractor” role to guide and aid in the design of the system and the selection of a provider, and to lead the resultant system’s implementation, could be invaluable.

**CASE STUDIES—A BRIEF COMPENDIUM OF POLICE
TRAINING INNOVATIVE PRACTICES**

INTRODUCTION

This compendium reviews innovative practices of law enforcement training relevant to the topics under review in this project. Its methodology, described below, featured interviews with personnel at police organizations recognized for innovative programs and one police organization operating under a consent decree. In the interviews, we discussed issues such as identifying challenges to law enforcement training; how police leadership affects overall training; community policing; and key issues such as use of force, community relations, and training programs (including field training and training of trainers) that departments have used to deal with specific issues in their communities. Specific suggestions on how the LAPD might implement some of these innovative practices are noted near the end of this appendix.

METHODOLOGY

This review is not a comprehensive analysis of U.S. law enforcement training techniques; rather, it discusses training programs that have been effective in dealing with challenges similar to those faced by the LAPD. To select departments for analysis, we relied on RAND personnel, industry knowledge, a literature review, and the expert panel of law enforcement professionals familiar with the issues of use of force, arrest procedures, search and seizure, community policing, di-

versity, training, leadership, ethics, and police management. We sought departments and training facilities that

- had generally effective training programs
- had training programs that responded effectively to specific problems
- had otherwise notable training programs.

Interviews were sought with representatives of nearly two dozen police agencies, including federal law enforcement and other agencies operating under consent decrees. From these, representatives of thirteen agreed to be interviewed: Austin Police Department, Charlotte-Mecklenburg Police Department, Houston Police Department, Miami Police Department, Michigan State Police, New York City Police Department, Reno Police Department, Royal Canadian Mounted Police, San Diego Police Department, San Francisco Police Department, Seattle Police Department, Steubenville (Ohio) Police Department, and the FBI.

IDENTIFYING CHALLENGES TO LAW ENFORCEMENT TRAINING

Respondents emphasized that law enforcement cannot be static. Training must therefore be designed to fit a changing environment. Demographics, social conditions, and issues of public interest are continually changing, and training must be designed to help police deal with these changes.

Few departments had a fixed methodology ready for identifying new issues to address through training. Some interviews suggested that a good working relationship between internal affairs (or the division charged with handling citizen complaints against officers) and the training division leadership was helpful in identifying patterns in areas such as use of force or ethical questions that recur in citizen complaints.¹

¹James Lynch, Captain, San Francisco Police Department, phone interview by Dave Brannan, August 30, 2002.

The San Francisco Police Department internal affairs division, for example, uses an automated computer program to identify officers most inclined to use force in a given situation.² While this program is being used primarily for disciplinary purposes, it could be modified to identify training needs as well. The information is shared with the division for use in developing its curricula. Some departments' training organizations rely on committees for advice regarding needed changes in curricula or training techniques. A San Diego regional training facility, for example, uses a citizen advisory panel that forwards public views on desired changes in training. A committee of local police chiefs complements this citizen input by reviewing what changes are called for to improve training across their several departments.³ The regional nature of this cooperative partnership allows sharing of information and resources so that departments can coordinate their training responses to emerging issues.

Using community panels for training advice assumes a relationship involving a reasonable level of trust between community leaders and their police department. To function effectively, department officials should establish an environment in which they are seen to be *responding* to community needs rather than *reacting* to complaints.⁴

LEADERSHIP AND THE IMPORTANCE OF AN INTEGRATED PHILOSOPHY

Interviewees repeatedly noted that effective training hinges on department leadership and commitment to training (in addition to the existence of adequate training resources to accomplish necessary tasks). Managers told us that training was effective only to the extent that entry-level recruits and experienced officers perceived leadership to be in support of the training. Every training leader added that on-the-job instruction from training officers, senior officers, and recognized leaders (not necessarily of higher rank) was more impor-

²Ibid.

³Robert Stinson, Lieutenant, San Diego Police Department, phone interview by Dave Brannan, September 3, 2002.

⁴Lynch interview, 2002. Harold Medlock, Captain, Charlotte-Mecklenburg Police Department, phone interview by Dave Brannan, August 31, 2002.

tant and ultimately more effective in training new recruits than the information given in the classroom. One training leader noted

A change to the training philosophy can't be made without an absolute commitment on the part of the chief and his staff. We would not have been able to transform this department's method of policing if it had not been for the fact that the chief made it the matter by which you stood or fell in your career. It's a way of life now. This is just how we do things around here now. People know that if they want to go anywhere—they have to adopt the philosophy.⁵

Some interviewees stressed that few other issues are as important as ongoing integration of work and training by police leadership.⁶ The basic training at the academy or other initial instructional facility is seen as a base from which on-the-job learning should start. The effectiveness of training is minimal without clear direction from the department leadership that training philosophy and techniques are important and must align with the values and ideals of the department. A “wink” or a “nod” contradicting training can be devastating to its effectiveness, whether from a FTO stating “Forget what they taught you; this is how it's done on the streets” or in the form of a senior leader failing to reflect the standards inculcated in recruits.

Command staff must support and encourage training goals in word and action. Lip service alone will never suffice to convince lower ranking officers of a command's commitment to change.⁷

COMMUNITY POLICING: MORE THAN JUST A PROGRAM

Leadership Requirements

Community policing has become a catchword for alleged forward thinking and vague forms of community partnerships. For depart-

⁵Medlock interview, 2002.

⁶Medlock interview, 2002. Stinson interview, 2002.

⁷Several interviewees suggested that line officers and supervisors were quick to discern between those policies the administration actually believed in and those offered primarily for public consumption.

ments that are serious about developing meaningful partnerships with the communities they serve, leadership must be clear in expressing its intent in this regard.⁸

The Royal Canadian Mounted Police (RCMP) department undertook to make significant philosophical and operational changes in its approach to policing during the 1990s. An initial step in a program of introducing community policing was to overhaul RCMP cadet training. Four foundational elements were introduced that were to underlie all aspects of RCMP preparation and subsequent service:

- mission
- vision and values of the department
- the CAPRA problem-solving model
- the incident management model (regarding the use of a “force continuum”).

Subsequent to introducing the new approach, the RCMP director of training looked back and identified some of the difficulties inherent in the RCMP approach to change. His frank appraisal suggested that the RCMP may have overused the CAPRA model in the early stages. Additionally, he noted that it was difficult to sustain the energy, communication, and marketing of the message over the course of recruit training. He attributed the success finally achieved in gaining department-wide acceptance of the new program to the support provided by RCMP leadership, especially those in top management positions.⁹

Consistent leadership means staying the course, to include ensuring that an organization’s operational philosophy is clear and that its meaning does not change during training. That consistency is fundamental. With it, effective training and quality leadership send the same message, a message that will be reflected in the actions and

⁸Two interviewees said that their department’s implementation of community policing failed before it actually took hold in either the department or the communities they served.

⁹Garry Bell, Director of Cadet Training, and Joanne White, Learning and Development Center, Royal Canadian Mounted Police, phone interview by John Christian, February 25, 2003.

attitudes of officers on the street. Other organizational policies must further sustain the continuity of the message. Promotion criteria are another key in this regard. The Charlotte-Mecklenburg Police Department requires officers seeking advancement to participate in training that tests their knowledge and commitment to the department philosophy.¹⁰ Command-level leaders are taught the core values and philosophies of community policing through problem-based learning methods.¹¹ This training serves as an essential element that allows leaders to effectively lead their personnel through the problem-solving process while setting an example for every subordinate's behavior.

Police Officer Training

Police officer training that attempts merely to “add on” classes on topics such as community policing and diversity will not provide the necessary integration of training, problem-solving techniques, and patrol procedures.

The agencies that seem to have the most success at operationalizing community policing in their department philosophy rely on a problem-based learning curriculum through which they use problem solving during instruction involving community policing and other components of training. They consider community policing as a fundamental underpinning of all police work. For example, use-of-force policy is considered within the context of the department's relationship with the community much as has been suggested should be the case for the LAPD in the main body of this study. Use of force is viewed as a technique that police use when other techniques are inappropriate or insufficient to protect community members, including the law enforcement officer. Other patrol procedures, such as arrest and search and seizure policies, are similarly taught from a police–community relations perspective.

The aforementioned RCMP recruit training provides a striking example of how community policing and problem solving can improve police academy instruction. The Canadians abandoned conven-

¹⁰Medlock interview, 2002.

¹¹Medlock interview, 2002.

tional, lecture-based academy training in favor of an innovative, scenario-based program as part of their training revolution.¹² RCMP Director of Cadet Training Garry Bell observed

The program is principle centered, value driven, and hinges upon a community policing philosophy. It is geared to teaching problem solving, critical thinking, proactive policing and community policing principles. What we aim to produce is a troop or an individual capable of both interdependent and independent kinds of actions, so we stress teamwork and individual responsibility throughout the program. We see our basic training program as the first step in a life-long learning process. Continuous learning is something that is drummed into the cadets right from the get-go.

The scenarios are the center point of a whole problem-based learning format. We use real-world problems as the organizing construct around which all of the knowledge, skills and abilities are brought together in an integrated fashion. The problems are chosen to lead us into particular training issues. We use scenarios as teaching instruments, we use them as practice for skill acquisition, and we use them for testing and assessment. We rely upon scenarios, with ascending levels of complexity, throughout the program. We go from paper-based problem-solving scenarios through peer role-playing scenarios to actor-simulated role plays in full mock-detachment settings. We use scenarios because they hammer home to cadets what the bigger picture is.

Similarly, the New York Police Department finds it valuable to role-play many common police-public scenarios. Using police students as citizens, the department communicates the message that officers are servants of their community. “We make the officer know that he is not a soldier, that it’s not a war on crime” cites Director of Training James Fyfe. Though operating in a changed environment since the attack on the World Trade Center on September, 11, 2001, the director of training communicates that officers are always part of the city’s society. The department uses success stories to establish role models and in developing training scenarios. Department representatives informally surveyed precinct officers to learn who they would rather work with and why. They then studied those officers’ behaviors to

¹²Bell interview, 2003.

determine the vital characteristics found in such officers. One finding was that the role-model officers are less judgmental about community members than is the average officer.

Many departments also stress the importance of self-policing and other ethical behavior. Police leaders from Austin are among those who found that inappropriate behavior is often due to a lack of field supervision. They advocate taking strong steps to be sure that middle managers are held directly responsible for officer behavior.

Community Contact and Use of Force

The San Francisco Police Department encourages a community service ethic in its entry-level trainees by taking them to community gatherings and events. The Reno Police Department requires field training program participants to develop a neighborhood portfolio detailing local resident characteristics, businesses in the area, and environmental issues that might affect community policing operations.¹³ Other departments have established community and cultural awareness groups along similar lines.

San Francisco, Seattle, San Diego, and many other cities have found that running community police academies and holding meetings in the community rather than at police facilities are effective in opening lines of communication.¹⁴ Such activities have been successful in abetting public understanding of the conditions under which police work and the constraints on what they are allowed to do. Establishing such community policing relationships virtually always suffer an initially awkward group formation phase. Perseverance has often rewarded those departments willing to work through these problems to the point of achieving a maintainable forum for police-community exchange based on open communication and trust.

¹³Jerry Hoover, Chief, Reno Police Department, phone interview by Dave Brannan, September 25, 2002. For a more complete description of this tool, see the field training subsection of this appendix.

¹⁴Community police academy is a term used by some departments to describe their ongoing education efforts for the public about policing techniques and how the community can more effectively support those efforts.

Additionally, active recruiting of police officers from communities served by a department can help achieve community policing goals.¹⁵ Interview respondents suggested that diversity issues or those regarding race, gender, and sexual orientation are most effectively handled by actively recruiting officers from areas of the community likely to be frustrated by their exclusion.¹⁶ It is important to note that “community” in this sense refers to a demographic segment of the public and not simply a particular geographic area within city limits.

These approaches to community policing are further seen as making officers more attuned to their communities and hence less likely to use force inappropriately.¹⁷ The rewards of these efforts at greater community contact and melding such topics as use of force and community service sometimes have direct positive effects in the field. Several agencies and training program representatives spoke of how those involved in successful community policing programs had at times given them considerable latitude for investigating serious uses of force in neighborhoods that had traditionally been dangerous or hostile to police.¹⁸

The Challenging Issue of Race

The issue of race is often a source of tension, one that can underlie confrontations between police and community members. The law enforcement community is divided on how best to deal with this challenge. Representatives of several departments reported dealing with racial issues in their approach to community policing but were unable to propose consistently successful ways to broach and deal with the issues.

Racial profiling is currently a volatile topic in cities. To address this issue, the Seattle Police Department arranged a forum with police and city government representatives for clergy, business, and civil rights leaders as well as other residents of the local community. The

¹⁵The San Francisco Police Department was most emphatic on this point.

¹⁶Lynch interview, 2002.

¹⁷Stinson interview, 2002. Lynch interview, 2002.

¹⁸Medlock interview, 2002. Stinson interview, 2002.

meeting was chaired by a recognized personality from the community whose considerable ability, including a willingness to ask hard questions and mediate a potentially explosive environment, was crucial to the effectiveness of the meeting.

The department went beyond the norm for opening communication with the community. Police representatives tolerated sometimes very harsh criticism and were in return provided the opportunity to present their perspectives, including a belief that officers needed to be allowed to exercise *discretion* (versus *discrimination*) in their contacts with the public.¹⁹ The department followed up this initiative with television public service announcements regarding the discussion that outlined police plans to address community concerns.

The New York Police Department has approached community representatives directly in seeking input on training and other concerns. Its director of training has access to a “visitor’s committee” whose members represent many in the composite city community. The purpose of the committee is to let department leaders know what issues are brewing in the community so that they can be considered in light of how training or other resources might be employed in addressing them. Members serve on a three-year rotating basis.

Miami Police deliberately incorporate diversity issues into many types of police training. In one course, Miami has chosen to focus on each officer’s awareness of his own prejudices and related problems in dealing with various demographic groups.

Field Training

The San Jose model for field training officers (the “FTOProgram”) has for the past two decades been widely accepted by the law enforcement community as an example for the effective training of new officers. Recently, the Reno Police Department has revised and refined the program to reflect changing needs in its community and recent developments in adult learning. Rather than simply focusing on behavior modification as taught in the San Jose model, Reno’s efforts

¹⁹Tag Gleason, Captain, Seattle Police Department, phone interview by Dave Brannan, September 5, 2002. See Seattle Police Department, 2001b.

have centered on problem-based learning techniques, including problem-oriented policing.

The Reno Police Department has changed the name of the field training program to Police Training Officer (PTO), with the intent of reflecting its true role in post-academy training. The PTO program features a unique training relationship in which trainers act more as developmental coaches than as evaluators.²⁰ The program has four primary areas of learning: patrol, investigations, emergencies, and nonemergency situations. Each of these four principal areas is divided into 15 core competency areas developed by the individual departments, allowing departments or their divisions to adjust the curriculum to address specific issues in their area.²¹ The program provides participants with a structured problem related to real-life situations that participants might encounter in a training area.²² The training guidance that accompanies each teaching problem identifies the learning issues that are to be covered during instruction. The structured problems allow participants to work through difficult issues and find contacts for additional expertise before assuming full patrol duties.

Reno's Approach to "Failing Forward" and Introspective Analysis

Trainees can be "coached" to think through problems by asking themselves fundamental questions and applying problem-solving principles, or by asking what is and should be known about a situation, developing a course of action, and evaluating the outcome for insights to be applied to future problems.

The student is allowed to "fail forward"—that is, to try his own way even if it is not the best way—in situations that are not life threatening or that do not compromise ethics and professionalism. Participants are asked how and why they devised their response to the

²⁰For a complete explanation of the San Jose model as it is taught today, see Kaminsky, 2000.

²¹For a more complete description of the program, see Hoover, Cleveland, and Saville, 2001.

²²Ibid.

problem, including the resources they used, as well as what better way they might handle a similar incident in the future. In other words, participants are held responsible for their actions while learning new ways of problem solving for the next incident.

Developing Networks During Field Training

The police training programs identified here also encourage participants to develop networks for information and expertise in a wide variety of areas from many different sources. One such source, as mentioned above, is the neighborhood portfolio several departments, including Charlotte-Mecklenburg, Reno, Austin, and Seattle, require of their new officers. In addition to the content mentioned above, neighborhood portfolios also include identification of community groups and issues, advisory boards, and other resources for advice on solving problems encountered on patrol. Officers also learn the backgrounds and skills of their fellow officers and thereby learn of colleagues who could assist on issues and challenges that they might not be able to handle on their own.²³

Training the Trainers

Training at any level depends considerably on the quality of instructors. Those teaching and training law enforcement recruits come from various educational, personal, and professional backgrounds. A trainer teaching criminal law in the academy may have a different focus than the trainer for defensive tactics. This is appropriate, but trainers still need to share attitudes regarding the purposes of training and its integration with community policing work. The Michigan State Police department has carefully designed its training for trainers with this objective in mind.²⁴

Trainers in the department are first taught the overarching department philosophy from which the educational goals are derived.²⁵

²³Steve Pitts, Commander, Reno Police Department, phone interview by Dave Brannan, September 25, 2002.

²⁴Michigan State Police, 2001.

²⁵Gene Hoekwter, Commanding Officer, Michigan State Police, phone interview by Dave Brannan, August 27, 2002.

Often-ignored vision and mission statements are emphasized throughout the training of trainers. Chosen instructors are those who willingly adhere to the vision and philosophy of the department. This careful selection helps ensure that the intensive two-week training program for instructors will inculcate in all trainers the values the department wants to emphasize in training recruits and officers.²⁶

The two-week training of instructors is based on four elements of group formation: (1) forming, (2) storming, (3) norming, and (4) performing.²⁷ The core concept of each area is that education and discipline need to be interwoven to effectively train a recruit for professional service to the community. Recruit and trainer are bound by a defined compact emphasizing the trainer's intention to teach, and the commitment that new officers should learn and exhibit in their work the qualities they are taught. The goal of the program is to instill a commitment to professionalism and the core values of the department rather than protection of fellow officers at any cost.²⁸

USING INNOVATIVE PRACTICES IN THE LAPD

It is sometimes difficult to transfer techniques that work in one city or agency to another, especially to Los Angeles, one of the most heterogeneous and fast-changing cities in the world. However, while it is true that every department operates in a unique environment with its own history, culture, and community needs, experiences elsewhere should not be dismissed simply because they come from elsewhere. These programs can be modified as appropriate for effective use in Los Angeles.

²⁶Hoekwter interview, 2002.

²⁷Michigan State Police, Training Division, 2001, pp. 9–35. In this section of the manual the point is made that their particular training philosophy rejects the traditional “boot-camp” styled para-military training and replaces it with a regimen that more closely relates to military officer training and stresses leadership and problem solving rather than simply following orders. In this regard, the manual has relied heavily on the work of James J. Fyfe.

²⁸See Michigan State Police, 2001, p. 7. Hoekwter interview, 2002.

Identifying Training Challenges

The LAPD should build on its community police advisory boards, community police academies, and other efforts to continually engage the community. Experiences in Los Angeles and similar police initiatives for dealing with local communities elsewhere validate the benefits of these efforts. Such formal interactions are only one means of determining citizen concerns, however. The number of interactions Department officers will collectively have on a given day will dwarf the total number of community policing meetings held in a year. Police on the streets, those trained in, and willing to exercise their talents in, interpersonal relations will be invaluable sources of neighborhood input given that their Department has a mechanism for collecting such issues and leadership willing to listen.

Philosophy and Leadership

LAPD leadership should inculcate its officers with training and policing philosophies compatible with each other and the community it serves. Community-based policing relying on problem-based learning and emphasizing problem solving appears to be the approach achieving the best results in police organizations throughout the continent. Both adult education theory and these confirmatory cases suggest that it would be a highly effective training methodology for the LAPD.

Training to best serve the community requires broad commitments for which a department may find difficulty in gaining acceptance. Significant changes in command personnel positions were among the steps necessary to generate the leadership support needed for cultural change in other departments considered in our case study analyses.

Implementation

Departments implementing the changes needed for community police training have found success through the following sequence:

1. At the leadership and command levels of the department, there has to be total adherence to and understanding of community

policing and its principles. This requires bold leadership by the chief and his staff, supplemented by well-crafted leadership training throughout the organization.

2. Entry-level and field training programs must be altered to reflect new training goals. The recruit and in-service training cadre must share the philosophy and goals of department leadership and integrate them throughout training.
3. Promotion requirements should include training in and a demonstrated understanding of community policing.
4. Such philosophical shifts as community policing are best introduced at the division or station level to engage line supervisors and the informal leaders of the organization in the processes of training and field implementation.

Significant investments are needed for training innovations. Implementing the most effective training practices is not an overnight process. While certain innovations can be implemented without great cost in the short term, it appears that the most significant changes for LAPD training will require a long-term leadership commitment and significant investment in resources, most notably that of time.

COMMUNICATIONS VARIABLES

This appendix provides a detailed listing of various communications characteristics and circumstances in which they might be pertinent. It is not exhaustive, but rather is presented in the interest of providing officers with a list of the types of variables they can select from as they confront challenges in the field. In any given situation, the officer might select one, two, or several of these approaches during the interaction. For further discussion, refer to Chapter Five, subsection “The Variables in Persuasive Communications.”

CATEGORY 1: SOURCE—THE POLICE OFFICER**Credibility**

The more credible the source of a persuasive communication, the more likely it is to be obeyed. An officer can be a credible source for more than one reason. One is *authority*: the obvious source of establishing police officer authority is simply appearing in uniform, emerging from a patrol car, and stating “I am Officer Smith of the LAPD.” However, depending upon the audience and circumstances, the use of the Department as a source of credibility or authority may actually backfire—e.g., in the case of community members historically victimized by LAPD officers. An alternative may be for the officer to quickly establish historical ties to the community, e.g., “I’m Officer Smith and I grew up three streets from here on Main.” The important point is that credibility and authority can spring from more than one source and that officers exert some control over this variable.

CATEGORY 2: SUBJECTS—MEMBERS OF THE PUBLIC

Culture

Different cultural backgrounds shape our perceptions of the world in strikingly different ways. An individual whose family has recently immigrated after fleeing persecution by an authoritarian regime is likely to view police with suspicion and fear. The “command presence” that might gain voluntary compliance from an individual of one culture can induce hostility and aggression in someone from another. Officers would be well served were their training to provide them prior knowledge of the cultural norms of audiences with which they are likely to interact. Moreover, a few simple questions might elicit helpful information in determining how to best communicate with an individual. The answers could be critical in establishing the proper choices of language, tone, and other behavioral elements.

Idiom

Language choice—in all of its particulars—can play a pivotal role in any interaction. Disrespectful, hostile, domineering language is an obvious candidate for eliciting belligerent reactions, but so is simply choosing the wrong word at the wrong time or mistranslating a foreign language. Officers should be aware of the varieties of languages spoken in their areas of operations and be practiced in switching linguistic gears. Assigning officers familiar with a language (and other forms of communications) to communities that take advantage of that ability can have significant payoffs. It is important, however, that the multilingual officer know the language not only as it is taught in schools but also as it is used on the streets that he and his fellow officers patrol.

Existing Opinions and Attitudes

Related to—but distinct from—culture are opinions and attitudes. There is likely a broad spectrum of attitudes regarding police officers, police tactics, police brutality, and the utility of community policing within a given culture. An individual officer should therefore not prejudge an individual’s views based on culture, race, or other demographic characteristic. Prejudice is a bane to good communica-

tions and can significantly increase risk to officers in any circumstances. An alternative to prejudice is inquiry. Training should seek to make officers comfortable with asking questions of community members. Such intelligence gathering efforts can be critical to successful problem resolution.

Knowledge

A police officer should never assume that the individual with whom he is communicating is familiar with police procedures and understands what is expected of him. Such a lack of understanding is one reason for the reading of Miranda rights. While best practices in vehicle stops suggest that officer safety is increased by approaching in the subject's blind spots or under cover of blinding light, in practice this may mean that some subjects are confused and unsure of the situation and in turn are made more unpredictable and dangerous. It cannot be assumed that any individual already knows and fully comprehends the procedure for vehicle stops or any other type of police interaction. This is especially true in as heterogeneous a population as is found in Los Angeles. It is prudent to always seek to dispel uncertainty. Doing so may require officers to approach different situations differently depending on those with whom they are communicating, the situation in which the interaction is taking place, and other factors. Officers should seek to unambiguously communicate their intentions and how they expect those with whom they are communicating to respond to prevent the suspect, a bystander, or viewer on the evening news from misinterpreting the situation.

Experiences

It is a common observation in social psychology that a few vivid experiences can disproportionately color our perceptions of the world, often with one powerful, negative experience eclipsing many lesser positive experiences. Police officers cannot ensure that every interaction with the public is positive. What they can do is recognize that a given individual may have previous experiences that significantly influence his perception of the current situation. What does this mean in practice? An officer might, with a couple of respectful questions, learn information that critically figures in the outcome of the

communication. As a notional example, on pulling a vehicle over he might ask, “Have you ever been stopped for a moving violation in California before?” This might seem simplistic, but it is an example of an easy way of establishing what the individual does or does not know. The response might well reveal much about the subject’s state of mind and thus how he is likely to react to the events that follow.

Race

Much has been written on the issue of race and law enforcement issues. A simple point that bears highlighting is this: Equitable treatment under the law may well entail acknowledging and respecting racial differences rather than pretending they do not exist. For example, a white male police officer stopping a black male motorist in Los Angeles would be foolhardy not to at least inwardly prepare himself for the possibility that historical race relations in Los Angeles might influence the pending interaction. How might he approach the situation given this understanding? He should be prepared for the issue of race to be brought up overtly. He should consider approaching the situation in a manner that avoids invoking historical comparisons and otherwise steer the interaction away from potentially volatile ground.

Gender

As is the case with race, treating individuals equitably does not mean treating them as if they are genderless. Our society has well-developed discourses on male and female attitudes and behaviors that should be known by law enforcement personnel.

Occupation

Different jobs yield different skills, incomes, and lifestyles. Like other demographic factors, these differences figure prominently in an individual’s perceptions and attitudes.

Residence

An individual encountered by the police officer may be local or visiting, may be a new transplant or a long-time resident of the area. He may be familiar or unfamiliar with local customs and history. A tourist from another country, for example, might act in a manner appropriate to his home country but not in keeping with police procedures in Los Angeles, and he might not understand the instructions given to him to correct his seemingly unresponsive behavior.

Arousal

This category can include an individual being fatigued, confused, hungry, having a rush of adrenalin, or in one of many other physiological or psychological states. The state of arousal significantly affects perceptions and cognition. Arousal can be generally seen as a negative influence when it comes to gaining voluntary compliance. Knowing that an individual may have adrenaline racing through his system or be panicked should prompt an officer to adapt his communication techniques. Adopting slower, simpler language and an even tone can prompt calming in some cases. Training should thoroughly address likely situations involving subjects in various states of agitation or arousal and provide officers with guidance on how to handle such cases.

Health

It should come as no surprise that health status can greatly influence an individual's cognitive processes. Physical illness can slow response times, distort sensory input, and otherwise interfere with the communication process. Mental illness is even more of a challenge to successful communication. For example, the individual who is in the grips of full-blown schizophrenia represents an exceedingly difficult subject from whom to gain voluntary compliance. He may not have the capability to understand the request, relate it to a course of action, or possess the faculties to act upon that course of action even if he wished to do so. Mental health workers have well-developed procedures for communicating with individuals suffering from a variety of mental illnesses; choosing the right one is often critical to the outcome of any such interaction. Police officers are likely to en-

counter at least as broad a range of mental illnesses in the course of their duties as many mental health workers. The difference is that police officers are too rarely trained in how to handle the range of such encounters, but they should be.

Affect

Affect is emotion. This category includes anger, fear, and other emotional states that color one's perceptions and actions. While often closely associated with arousal, the two are in fact distinct. Arousal is a measure of the physiological state of an individual, from quiet and peaceful to alert and charged with adrenaline. Affect is in contrast the emotional state of an individual. An officer should assess both a subject's state of arousal (discussed previously) *and* his affect. For example, a police officer encountering an individual in the midst of a spousal argument might find it counterproductive to assert a command presence. In some instances, assuming the role of mediator or peacemaker could be both more effective and a better course of action from the perspective of officer safety.

CATEGORY 3: ENVIRONMENT

Preparation Time

Generally, the more time and effort spent preparing a message, the more likely it is to be well crafted and complete. Having scripted dialogue pieces prepared and designed for particular circumstances can be very effective, although no script will handle all challenges. Well-honed tactical communication techniques, designed for a variety of circumstances and prepared in advance, are likely to improve officer interactions in general.

Duration of Exposure

Generally speaking, the longer a subject is exposed to a tactical communication—including its being repeated—the likelier that a subject will hear it and comprehend it in its entirety. This is purely a matter of transmitting the message accurately and completely. It may not influence whether it will be processed favorably by the listener.

Processing Time

Studies on resisting persuasion have shown that the longer a subject has to think about a persuasion attempt, the more comprehensive his thinking will be. Time may cause the subject to realize that compliance is in his best interests. Alternatively, if he can muster reasons and arguments against complying, he will be better able to access those options if given time. Conversely, shortening the time available reduces his ability to access counterarguments. For police officers, time granted an individual to think about the officer's orders, requests, or inquiries is a variable that should be controlled in accordance with what the officer wishes to accomplish. If the officer does not wish to give the individual the opportunity to argue, then he should speed the interaction accordingly. This might be perceived as coercive by subjects, however; and officers may sometimes want to extend the time available for subjects to think through the situation in order to (1) see the wisdom in complying and (2) feel that their compliance is not coerced.

Distraction

The more overwhelmed a subject is, the harder it is for him to think clearly. This load can be increased via ambient traffic noise, shouts and screams, multiple moving objects, bright lights, and many other factors. When possible, the level of distraction should be controlled by the officer. When impossible, the officer should factor into his own decisionmaking the likely effects that distractions might have on an individual's (and his own) decisionmaking.

Competition

When something actively interferes with the officer's communication, it unsurprisingly leads to greater difficulty in gaining voluntary compliance. Such interference might take the form of a bystander, crowd, or something the suspect recently saw on TV. Note that this can include accidental competition such as an officer speaking reassuringly but holding his weapon.

CATEGORY 4: THE FORMAT OF THE MESSAGE

Scale

It is important that any attempt at communication be appropriate to the subject audience in number and scope. A police officer can find himself speaking to an individual, a small group, or an enormous throng; the exact message should be different depending on the circumstances. The message should single individuals out to prevent diffusion of responsibility in some instances. A message should be inclusive if broad appeal is sought, aiming for common denominators among audience members. An officer should also choose how to frame a message appropriately. A message should seek voluntary compliance as part of an established pattern of abiding by laws for individuals with a history of legal compliance. Threats of coercion or identification of benefits to be gained in complying might be more effective approaches when addressing those with a history of non-compliance.

Medium

The medium of the message is the instrument used to deliver the persuasive communication: It could be the officer's voice, his gun, an official document, a badge, a loudspeaker, or any other physical channel used to transmit a message. Some media will directly pass the message to the subject, while others will act indirectly. Some media are verbal, and others are nonverbal. The choice of how to communicate with an audience is a vital one. What medium will be most effective? Some audiences do not mind being addressed over a public-address system, while others find it patronizing, unduly authoritative, or even hostile. An officer who wishes to communicate with any member of the public—bystander, suspect, attorney, or journalist, for example—should carefully consider which channel of communication is likely to be most effective, least ambiguous, and less likely to precipitate unintended consequences. This decision will be based on a range of variables involving a subject's perceptions. Pertinent questions for a police officer might include: Who is the subject audience? Who is nearby and likely to overhear or witness the interaction? What is going on in the vicinity? What are the trade-offs in officer safety in selecting one system in lieu of another?

ANALYSIS OF TRAINING COURSES

Table L.1 lists the variables that were used to assess each of the courses listed in Table L.2. Each variable was scored a “–” for “needs improvement,” a “0” for “marginal,” and a “+” for “good.” In Table L.2, each course was given an overall rating with this same scoring key. For most of the courses, a combination of classroom observation, content analysis, and literature review were used to score the overall ratings and the assessment variables. Note that more than one of any letter (A–X) are listed for sorting purposes to highlight a + for one aspect and a – for another.

Table L.1**Assessment Variables**

| | |
|----|---|
| A. | Class objectives |
| B. | Instructional style |
| C. | Interactive learning setting |
| D. | Written curriculum quality |
| E. | Individual accountability |
| F. | Performance expectations |
| G. | Clear department values/context/policies/mandates |
| H. | Current topic-specific issues |
| I. | Adequacy of resources |
| J. | Professional ethical context setting |
| K. | Community policing/diversity context setting |
| L. | Tactical context setting |
| M. | Legal context |
| N. | Decisionmaking models |
| X. | Miscellaneous |

Table L.2
Ratings and Comments on Training Courses

| Course | Overall Rating | Comments |
|---|----------------|--|
| Use of Force—Recruit Use of Force, LD#20 Use of Force, Officer Survival Use of Deadly Force—Impact weapon/exercise test | - | <p>A. (-) Objectives as stated in curriculum not communicated through class instruction.</p> <p>B. (-) Diversion from written curriculum.</p> <p>C. (-) No participation solicited by instructor. Lecture format.</p> <p>D. (+) Comprehensive written curriculum.</p> <p>E. (-) Ambiguity in consequences of actions.</p> <p>F. (-) LAPD values unclear. Promotion criteria omitted.</p> <p>G. (-) Lack of clarity of professional consequences for unethical actions.</p> <p>H. (-) Lack of incorporation of field data into curriculum to enhance training on circumstances when force is employed.</p> <p>I. (-) Apparent resource constraints. Quality of teaching aids is subpar.</p> <p>J. (-) Underemphasis on importance of department ethics. Link between force and ethics is indistinct.</p> <p>K. (-) No integration of community policing/diversity issues. Need to augment scenarios with current field data.</p> <p>N. (+) Force continuum presented.</p> |

Table L.2—Continued

| Course | Overall Rating | Comments |
|--|----------------|--|
| Use of Force—CED CEDP I CEDP III LETAC—Use of Force Policy LETAC—Use of Force “Table tops” LETAC—Deadly and Less Lethal Force options Supervisory Course Supervisor School—Use of Force Reporting Detective Supervisory Course | + | A. (+) Extensive presentation of factual information. Instructor adhered to class objectives. B. (+) Instructor set productive learning environment, facilitated discussion, promoted questioning, explored concerns. H. (+) Pertinent issues from the field/facts discussed. Consent decree acknowledged and described. L. (+) Tactical issues tied to context of use of force. M. (+) Background and history of policy presented. Importance to LAPD clearly iterated. |
| Search and Seizure—Recruit Search and Seizure LD#16 Vehicle Pullovers LD#22 Custody LD#31 | 0 | D. (+) Curriculum is proficient in custody laws and citizen rights. H. (–) “Lessons Learned” data incorporation necessary for understanding of when search and seizure procedures are ineffective. K. (+) Steps to integrate “high risk” substance abusers, diversity issues, gender issues in curriculum. M. (–) Importance of legal search and seizure requires further discussion and linkage of issue back to rights of citizens. |
| Search and Seizure—CED Roll Call, Search and Seizure Detective Supervisory Course— Search Warrant CEDP I | 0 | D. (+) Clearly iterated definitions of relevant terms. K. (–) Curriculum lacks consideration of ethics and diversity issues. M. (+) Comprehensive content of legal information. |

Table L.2—Continued

| Course | Overall Rating | Comments |
|--|----------------|--|
| Arrest Procedures—Recruit Laws of Arrest LD#15 Juvenile Law and Procedure LD#11 Patrol Techniques LD#21 Handling Disputes LD#24 Arrest and Control Techniques LD#31 Crisis Intervention/Victim Assistance LD#4 | 0 | D. (+) Curriculum is proficient on tactical arrest procedures. H. (–) Lessons learned needed to augment instruction. Identify what has been problematic with officer arrests. I. (–) Contextualization and anchoring of information needed to develop full understanding of practical applications of laws. K. (–) Integration of community policing/ diversity issues needed. M. (+) Concise presentation of Constitutional Rights and importance of topic. |
| Arrest Procedures—CED Supervisory Development School— Criminal Law Update Watch Commander School—Law Update Arrest and Control Re-Certification Course CEDP—Firearms and Tactics CEDP I | 0 | K. (–) Need more complete diversity discussion, ethics, and community policing information. Course serves as refresher and update on new law—meets this end, but fails to tie new laws and procedures back to community policing. L. (+) The topics covered are physical tactics. Fragmented into very specific areas (e.g., bus stops). M. (+) Laws of arrest clearly presented in curriculum. |

Table L.2—Continued

| Course | Overall Rating | Comments |
|---|----------------|--|
| Community Policing—Recruit Community Policing/Problem Solving LD#3 Tactical Communication LD#3 | 0 | K. (+) Cultural differences within the neighborhood discussed. K. (–) Minimal contextualization. (Based on observation only—LD does not appear to be applicable to the topic.) N. (+) Clear presentation of community policing/problem-solving model. P. (+) Clear definition of community policing. The role of a community policing officer clearly defined. |
| Community Policing—CED Supervisor Course COP/POP (community-oriented policing/problem-oriented policing) | 0 | A. (+) Course objectives outlined in the lesson plan congruent with classroom presentation, although a number of topics were skipped or covered briefly. E. (+) The role of a community policing officer clearly defined. K. (+) Rationale for community policing provided. K. (–) Community expectations not explicitly stated. Minimal contextualization. N. (–) No presentation of community policing/problem-solving models (e.g., SARA). P. (+) Clear iteration of community policing. The role of a community policing officer clearly defined. |

Table L.2—Continued

| Course | Overall Rating | Comments |
|--|----------------|---|
| Diversity—Recruit Persons with Disabilities/Special Needs LD#37 Cultural Diversity LD#42 | + | D. (+) Debriefing is adequate throughout the lessons. E. (+) Personal biases discussed. K. (+) Partial discussion on applicability to real-life experiences. Sexual orientation (within and outside of the agency considered). Specific issues relevant to persons with disabilities and mental illnesses presented. Issues relevant to racial/ethnic minorities discussed, generally. K. (–) Issues relevant to racial/ethnic minorities discussed, generally. Community variations and expectations not presented. (This is all based on the content analysis, not on the observations.) P. (+) Clear definitions of important concepts (e.g., prejudice, stereotypes, and discrimination). |
| Diversity—CED Tools for Tolerance | – | No formal diversity awareness class at the CE level. There is a diversity and discrimination in the workplace class offered that concentrates mostly on diversity and discrimination inside the Department. |

Table L.2—Continued

| Course | Overall Rating | Comments |
|---|----------------|--|
| Values, Ethics, Supervision ^a History Professionalism and Ethics LD#1 Ethical Dimensions of Leadership Supervision/Watch Commander | + | A. (+) Meets course objectives. A. (–) Supervision course could benefit from fully developed course outline/objectives stated up front. B. (+) Interactive discussions with lively debate and active participation. C. (+) Interactive discussions with lively debate and active participation. D. (+) Good use of assessment tools in ethics seminar. D. (–) Supervision course lacking materials. E. (+) Emphasis on personal accountability and leadership values. F. (+) Importance of going into the field stressed. Outlined the need for feedback from above and below. G. (+) Specific reference made to LAPD values and mission. Specific reference and acknowledgment of demands of consent decree. Stressed explaining historical context of policies to subordinates. J. (+) Appeal to broader organizational goals and concept of professional standards and ethics—idea of being an advocate for the LAPD. Discussion of hallmarks of positive leadership. X. (+) High-level commanders/captains very engaged in ethics discussions. |

Table L.2—Continued

| Course | Overall Rating | Comments |
|------------------------|----------------|--|
| Field Training Officer | – | <p>A. (–) Needs more complete course outline/objectives stated up front. Objectives were not fully met.</p> <p>B. (–) Several disconnects between what was being taught and how instructor worked with class (e.g., adult learning principles were described, but not fully applied). Reliance on lecture-based model here in opposition to use of adult learning principles and problem-based learning techniques.</p> <p>D. (+) Components of the written materials are strong, though they are not fully delivered (e.g., facilitation skills workbook).</p> <p>H. (–) FTO program is not best practice in field, should reassess in light of Reno’s and other departments’ problem-oriented models.</p> <p>J. (–) Insufficient context setting for FTOs as department role models.</p> <p>N. (–) Inadequate discussion of the methods for evaluation of probationers.</p> <p>X. FTO training is philosophically inconsistent with teaching in recruit academy.</p> |

Table L.2—Continued

| Course | Overall Rating | Comments |
|------------------------|----------------|--|
| Instructor Development | 0 | <p>A. (–) Several disconnects between what was being taught and how instructor worked with class.</p> <p>B. (+) Use of many instructional techniques in class, modeling of techniques for students. Learning activities, such as the training-needs analysis, are effective.</p> <p>B. (–) Several disconnects between what was being taught and how instructor worked with class (e.g., adult learning principles were described, but not fully applied). Reliance on lecture-based model in opposition to use of adult learning principles and problem-based learning techniques.</p> <p>C. (+) Learning activities, such as the training needs analysis, are effective.</p> <p>D. (+) Written materials strong and thorough but not fully utilized; given as handouts but time is not spent to familiarize students or to contextualize materials.</p> <p>D. (–) One major omission in written materials is failure to mention scenario or problem-based learning. Course curriculum not at the level of best practice in industry and could be improved through use of external expertise.</p> <p>L. (–) Written materials strong and thorough but not fully utilized; given as handouts but time is not spent to familiarize students or to contextualize materials. Learning activities, such as the training-needs analysis, are effective but not fully debriefed/contextualized in class.</p> <p>X. (–) Unsystematic implementation—this training of trainers is not delivered consistently for all trainers.</p> |

Table L.2—Continued

| Course | Overall Rating | Comments |
|--------|----------------|--|
| CEDP | + | A. (+) Objectives were clear in written materials and adhered to in course. |
| CEDP I | | B. (+ and –) Instructors were versed in and used many instructional techniques. Instructors needed more time working together (made conflicting statements), and needed more time on debriefing. |
| CEDP V | | C. (+) Many interactive teaching techniques were employed to keep the class interested and involved. |
| | | D. (+) Thorough materials. |
| | | F. (+) Expectations of officers were made clear, with attention paid to different circumstances. |
| | | H. (+) Broad context of topic, including current law and policy, was covered. |
| | | H. (–) Instructors differed over policies and gave different opinions on individual and managerial accountability. |
| | | K. (–) This area was not well identified or described. |
| | | L. (+) Tactical maneuvers were thoroughly debriefed. |
| | | M. (+) The legal context was presented for different situations. |

^aContent analysis conducted for “Leadership in the 21st Century” ethics seminar only.

NOTES: Not all of the analysis methods apply to each course. The analysis categories were as follows: A. Class objectives, B. Instructional style, C. Interactive learning setting, D. Written curriculum quality, E. Individual accountability, F. Performance expectations, G. Clear department values/context/policies/mandates, H. Current topic-specific issues, I. Adequacy of resources, J. Professional ethical context setting, K. Community policing/diversity context setting, L. Tactical context setting, M. Legal context, N. Decision-making models, X. Miscellaneous.

SUMMARY OF RECOMMENDATIONS

OVERARCHING RECOMMENDATION

The Los Angeles Police Department should adopt a concept of police professionalism that incorporates the tenets of corporateness, responsibility, and expertise as the mechanism for guiding the development and execution of its training, which will include training in the areas of use of force, search and seizure, arrest procedures, community policing, and diversity awareness.

PRIMARY RECOMMENDATIONS

Establish an LAPD Lessons-Learned Program

- Assign the training group primary responsibility for the lessons-learned program.
- Establish and maintain lessons-learned links with other police departments and law enforcement agencies.
- Encourage but do not pressure contributors to provide contact information. Remember that the receipt of quality lessons learned is the primary goal.
- Establish an LAPD lessons-learned web page that promotes submissions from the field and community.
- Create standing distribution lists to facilitate timely and efficient distribution of lessons-learned products.

Introduce and Maintain Consistently High Quality Throughout Every Aspect of LAPD Training

- Clearly articulate the type of officer the Department wants to develop, and use police training to model the behaviors expected of police personnel.
- Employ theoretically grounded adult educational techniques such as interactive methods and self-directed learning.
- Maintain consistent and high-quality curriculum design and instructor performance throughout the Department.
- Develop uniform format guidelines for written curriculum materials and revise instructional materials to meet those guidelines. Complete Department-wide revisions no later than March 31, 2006.
- Vest the training group with the power to validate instructors before they are allowed to train others and to remove instructors who fail to maintain acceptable levels of training performance.
- Do not allow any LAPD instructor to train officers prior to his successful completion of the Department instructor development course.
- Teach LAPD instructors via the same curricular format and organization that they will be expected to teach.
- Implement procedures to use all four levels of the Kirkpatrick model to evaluate Department training effectiveness.

Restructure the LAPD Training Group to Allow the Centralization of Planning; Instructor Qualification, Evaluation, and Learning Retention; and More Efficient Use of Resources

- Carefully plan and implement restructuring to minimize organizational and personal turbulence.
- Carefully coordinate reorganization with any further automation of training group functions.

- Introduce an automated learning management system as discussed in Appendix I.
- Conduct an intra-Department analysis of training coordinator usage to determine how many positions should be assigned to the training group and how many others can be consolidated.
- Conduct further analyses of instructor positions, both before and after consolidation, to determine where additional redundancies exist.

Integrate Elements of Community-Oriented Policing and Diversity Awareness Training Models Throughout LAPD Training

- Make the LAPD a more “transparent agency,” open to the entire community.
- Develop and articulate a clear and unified message regarding community policing.
- Actively recruit diverse individuals who possess the appropriate values and skills necessary for community policing within diverse communities.
- Train all LAPD personnel in the community-policing problem-solving model.
- Consider adopting the CAPRA problem-solving model in lieu of the SARA approach.
- Maintain, refine, and augment the LAPD’s ongoing community engagement activities, including the citizen police academy.
 - Provide more training on community policing, problem solving, and diversity awareness.
 - Thoroughly integrate community policing, problem solving, and diversity awareness into training (rather than teaching them in separate, stand-alone blocks as has been suggested in previous studies).
 - Carefully craft classroom scenarios and case studies to reflect real-life community dynamics that officers are likely to en-

counter (i.e., diverse groups of people with a variety of problems).

- Better emphasize a problem-solving approach and application of problem-solving skills in classroom scenarios and case studies.
- Include community policing activities for recruit field training.
- Increase training involving participation by community members.
- Increase the length of the community policing course and use it for induction purposes.
- Adopt as permanent the ongoing trial of introducing the basics of community policing and diversity awareness early in academy training and integrate community policing, problem solving, and diversity awareness throughout pertinent recruit instruction. Broaden this effort through field training and continuing education.
- Involve recruits in problem-solving projects and encourage recruits to participate in various community activities during the training period.
- Develop problem-based scenarios and case studies that allow recruits to apply problem-solving skills and knowledge of diverse populations.
- Base the training approach on the tenets of adult education, promoting decisionmaking ability and initiative within the community.
- Involve recruits in area SLO summit meetings and use qualified SLOs for academy training.
- Discuss existing community problems in class in addition to problem-based scenarios and case studies.
- Use SLOs as facilitators for training and consider increasing the use of civilian instructors and guest speakers from the community in training.

Develop Training on Use of Force, Search and Seizure, and Arrest Procedures That Meets Current Standards of Excellence

- Use contextualization to enhance realism in training and enrich learning processes.
- Use contextualized learning techniques to integrate topic areas in training curriculum.
- Use lessons learned to create realistic scenarios for classroom training.
- Complement recruit learning domains with *specific* communication techniques for diverse and special-needs populations.
- Develop training on tactical communication in proportion to the frequency that it is used in the field.