

FEDERAL LAW ENFORCEMENT TRAINING CENTERS

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FLETC SUMMIT ON **TRENDING** ISSUES IN POLICING



Foreword



*Deputy Director
William Fallon*

We are pleased to present this issue of the FLETC Journal, which highlights the Federal Law Enforcement Training Centers' (FLETC) Summit on Trending Issues in Policing. In September 2016, we hosted a three-day conference that brought together law enforcement practitioners, senior law enforcement executives, mental health professionals, experts in various topical areas, and academics to discuss some of the most pressing issues law enforcement is facing today. The Summit featured keynote speakers who are engaged in contemporary issues at the national level, and panel presentations and discussions on topics at the forefront of the profession.

FLETC trains officers and agents from more than 90 federal law enforcement agencies, as well as thousands of state, local, tribal, and international officers annually. To ensure our curriculum is relevant to the current context law enforcement operates in, it is imperative that we seek expertise and perspectives from those who study, shape, and execute the profession. In deciding to host this Summit, FLETC Director Connie Patrick aimed to provide a forum for FLETC and Partner Organization staff to hear the perspectives and viewpoints of experts and practitioners on prominent topics in law enforcement, and to subsequently consider potential modifications to training.

We identified a host of subjects for presentations and discussions at the Summit, including Mental Health Issues Affecting Law Enforcement Responses, Mental Health Resilience for Law Enforcement Officers, Media and Community Relations, Biases Affecting the Law Enforcement Community, Body Worn Cameras, Effective Police Social Interactions, The Warrior and Guardian Mindsets, and Use of Force. On page 23 of this issue of the FLETC Journal, you'll find an overview article about the Summit, including a description of each panel presentation.

Additionally, in this edition of the Journal we were fortunate to have seven of our Summit speakers write articles on their areas of expertise. On behalf of FLETC, I would like to thank our authors for sharing their written work, and for their continued collaboration with FLETC. We look forward to continued engagement with them and other external experts and practitioners as an integral part of our commitment to providing training that is grounded in the latest research and practice.

Following the Summit, we formed working groups within FLETC to further study the topics presented at the conference to identify potential adjustments to our curriculum. In coordination with our Partner Organizations, we look forward to continuing the dialogue begun at the Summit, and thank those who continue to contribute to this effort.

The contents of this edition of the FLETC Journal represent just a portion of the issues we as trainers must address and stay current on to ensure we are providing the best training possible to our nation's law enforcement personnel. Thank you to all of our partners from across the law enforcement, professional and academic communities for your continued collaboration in furtherance of our critical mission to train those who protect the homeland.

William Fallon

William Fallon
Deputy Director
Federal Law Enforcement Training Centers



Safeguarding Officer Mental Health

Working in law enforcement exposes officers to far more abuse, injury and death than the average citizen. As a result, far too many officers struggle with alcoholism, post-traumatic stress disorder (PTSD), and depression.

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Recent Gallup data paint a contrasting picture that is in “black” and “white.” This public portrait of contemporary American society highlights that police-community relations in the United States is in a precarious state.

51 FLETC Holds Annual Awards Ceremony

FLETC hosted its third Annual Awards Ceremony, recognizing FLETC staff members who exhibited superior performance and significant achievements in four general categories during calendar year 2016: Instruction, Support, Leadership, and Teamwork.

Demystifying Mental Health

Departments and agencies are seeking cost effective ways to increase the competence of their personnel in working with persons with mental illness.



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Implicit racial bias and police use of deadly force are at the forefront of the national conversation regarding reform.

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The first step to improving police community relations is for law enforcement agency administrators and command staff to take responsibility to educate their officers and agents about why segments of the community distrust police and other law enforcement officials.

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Director
Connie L. Patrick



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The FLETC Journal's mission is to explore and disseminate information about law enforcement concepts, research initiatives, programs, and trends that impact or will potentially affect law enforcement training. It is produced, published, and printed through a joint collaboration with the Media Support Division and the Government Printing Office. The printed circulation is 2,000 and it is also available electronically on the FLETC website at <http://www.fletc.gov/about-fletc>

The content of this publication is written in accordance with the guidelines of the Associated Press (AP) style. Articles, photographs, and other contributions are welcomed from the law enforcement training community and academia. Publication depends on general topical interest as judged by the editorial team.

Where FLETC Trains

FLETC Domestic Training Sites

- Glynco, Georgia
- Artesia, New Mexico
- Charleston, South Carolina
- Cheltenham, Maryland

Domestic Export Locations

- State, Local, and Tribal Law Enforcement
(Training Facilities Nationwide)

Academic, Operational, and Program Support

- Singapore
- Maritime Law Enforcement Training Center
(Port of Los Angeles)

International Law Enforcement Academies

- Gaborone, Botswana
- San Salvador, El Salvador
- Bangkok, Thailand
- Budapest, Hungary
- Roswell, New Mexico

International Training and Capacity Building Programs

- Delivered Worldwide

Online Training

Available Worldwide

FLETC Fast Facts

Consolidation: Consolidation of law enforcement training permits the federal government to emphasize training excellence while keeping costs low. Professional instruction and practical application provide students with the skills and knowledge to meet the demanding challenges of a federal law enforcement career. They learn not only the responsibilities of a law enforcement officer, but, through interaction with students from many other agencies, also become acquainted with the missions and duties of their colleagues. This interaction provides the foundation for a more cooperative federal law enforcement effort.

Integrated Instructional Staff: FLETC has assembled the finest professionals to serve on its faculty and staff. Approximately 50 percent of the instructors are permanent FLETC employees. The remaining instructional staff are federal officers and investigators on assignment from their parent organizations or recently retired from the field. The mix provides a balance of instructional experience and fresh insight.



Sheriff Jim Hart's Reflections on Leadership



Sheriff Jim Hart

Editor's Note: At FLETC's Summit on Trending Issues in Policing, Sheriff Hart skillfully moderated the panel on the Warrior and Guardian Mindsets. The purpose of the panel was to explore the concepts of the warrior and guardian mindsets in those charged with protecting the public. Sheriff Hart guided the panelists in discussing the importance of imparting on law enforcement officers and other public safety officials not only the tangible skills essential to their jobs, but also the foundational character traits necessary to succeed in the profession.

A year and a half ago I read the report issued by the President's Task Force on 21st Century Policing, which provided a number of specific recommendations that law enforcement agencies should implement to improve operations and strengthen trust between the police and communities. As I read the report, I realized that while my agency was doing many of the recommendations, there were several areas we could make adjustments and improvements that would lead to better outcomes. I began to assess what full implementation of the report's recommendations would look like within my agency and I weighed the pros and cons of taking such measures.

I suspected I would get resistance from some of the tenured deputies, who may not be as flexible as newer personnel. My office, like most law enforcement agencies, is steeped in tradition and it can be difficult to make even the smallest changes. I knew that making adjustments to our policing style would be met with a degree of internal skepticism, but I firmly believe that leaders must lead and change was necessary, so I directed my staff to create a plan to move ahead.

I knew our community would embrace the conversation and welcome the kind of change the report suggested. Communities across our nation are asking, and in some cases demanding, police reform. The President's report provided us the opportunity to make major system changes in a relatively short amount of time.

In January, 2016, I held a public meeting and invited the community and the media to attend. At the meeting I made a public promise to adopt all of the recommendations in the President's report that were specific to law enforcement and I affirmed our agency's commitment to fair and impartial policing practices. I convened a group of 20 staff members from all ranks and job classifications and a group of 20 community members representing a broad cross-section of constituents.

Reflections on Leadership

Over an eight month period, these groups discussed and evaluated each recommendation and action item in the report and crafted a response and implementation plan that reflected community values and met the needs of our agency. This was a lengthy and sometimes arduous process, but the time and effort was needed to make system changes and culture shifts. I have seen other departments fashion written responses to the report without involving the deputies who must carry out those policies, and I am convinced there are no shortcuts to produce culture-change involving deputies.

As the work groups proceeded, they developed consensus on the issues and we created new programs, modified our policies and practices, and posted our responses to our website (www.21stcenturypolicing.com) so that community members could track our progress. We also updated everyone in our agency with regular progress reports so that deputies who were not participating on the task force could keep up. After eight months the work groups completed their task and we published the Santa Cruz County Sheriff's Report on 21st Century Policing, which can be viewed at www.scsheriff.com.

Upon completion of our report, I held a final community meeting where I outlined our findings and discussed plans to continue our efforts. Community members, elected officials, police union members, and representatives from groups including the National Association for the Advancement of Colored People and American Civil Liberties Union were present and spoke positively about the Sheriff's Office's commitment to reform and our efforts to grow relationships with the communities we serve.

During this process we made a number of significant changes to our Operations Bureau. Some of the changes were simple and some were complex, but all were intended to reflect best practices in policing, build trust and legitimacy with the communities we serve, and ensure that we are policing in a fair and impartial manner.

The following is a partial list of some of the changes we made as a result of implementing 21st Century Policing.

Building Trust and Legitimacy

1. We collect all stop and use of force data and analyze this information monthly. We post our stop and use of force data on our website at www.scsheriff.com.
2. We conducted community satisfaction surveys of people who called the Sheriff's Office for assistance during a six month period to obtain feedback about our performance.
3. We improved our minority recruitment with 37% of all new hires being female and 51% being bilingual.

Policy and Oversight

1. We established a use of force review committee to review all cases where force is used. Additionally, we established a critical incident peer review program where managers and supervisors are assigned to meet with their teams and discuss the use of force incident in a non-punitive setting to improve safety and outcomes.
2. We established a Community Observer program where members of the community are invited to attend selected training sessions to view the content of our training and observe how we train.



3. Within 72 hours following Sheriff's Office personnel involvement in a critical/lethal incident, I will hold a press conference and release body worn camera data, the involved deputy sheriff's name, and other relevant information regarding the case to the community and the media. This was demonstrated after an officer involved shooting that occurred in November 2016.

Technology and Social Media

1. We have transitioned to body worn cameras for all staff working enforcement assignments.
2. We have dramatically increased our social media outreach using a variety of platforms including Facebook, Twitter, Nextdoor, and Pinterest.
3. We diversified the task of assessing new technologies through the use of an employee evaluation group. When analyzing new technology we will complete a Technology Impact Report to assess the impact of the technology on the community to protect privacy rights.

Community Policing and Crime Reduction

1. We are focused on and committed to positive police-youth interactions and now have a school resource officer in all of the public high schools in our jurisdiction along with a memorandum of understanding clarifying their role on campus.
2. We offered a Youth Academy for high school juniors and seniors that was well attended and successful in establishing new relationships with young people.
3. We revitalized our crime prevention efforts to include free home and business inspections to prevent burglary and theft and emphasized foot patrol and continuous patrols at our schools and parks.

Training and Education

1. Our deputies receive an average of 100 hours of in-service training annually.
2. We have integrated de-escalation training into our use of force training. Points of emphasis include communication, the use of time, distance and cover, less lethal options, and rendering aid following a force-related event.
3. Many staff members will attend Crisis Intervention Training and Procedural Justice/Implicit Bias training in 2017.

Officer Wellness and Safety

1. We adopted a mandatory body armor policy for all staff working an enforcement assignment.
2. All deputy sheriffs will be trained in tactical first aid and receive tactical first aid kits in 2017; ballistic plates and helmets are now in every patrol car.

Reflections on Leadership

3. We require all deputies to wear their seatbelts and are closely monitoring officer-involved vehicle accidents to improve officer safety.

I learned many valuable lessons leading my agency through this challenging but productive process and I offer these insights to my colleagues who are considering transformational change through 21st Century Policing:

- Select and involve as many officers and staff as you can effectively manage in work groups, committees, and community interfacing. The more staff you involve, the greater the likelihood real change will occur.
- Keep staff and the community updated on your progress by providing real-time information as it becomes available to avoid the impression the process is secretive and to reduce staff anxiety.
- Be prepared to respond to skepticism and doubt from staff and not lose sight of the end goal of implementing needed change.
- Most of the officers who expressed doubt will eventually accept change once they are convinced that agency leadership is fully committed to 21st Century Policing and will not allow resisters to stall progress.
- Include community members from all walks of life in this process and find ways for them to champion the cause. Share their perspectives with staff to put a face on the call for reform. Different perspectives and viewpoints will also help you balance your final report with genuine input from the community members.
- Act quickly and decisively as soon as you identify and feel confident in what you want to achieve. Introducing one item or issue at a time will increase the opportunities available for detractors to fight you on trivial issues. View this process as your chance to implement a lot of change in a short period of time.
- Building trust, accountability, and transparency is an ongoing endeavor that doesn't end when your final report is completed. Find ways to measure progress, report on desirable outcomes, and make plans to update the community on the results.

Change is not easy, but it is not impossible either. The old adage “if it isn't broke, don't fix it” does not work in a demanding profession, especially during times of upheaval. We must engage in continuous quality improvement to keep up with community expectations. Working from a sound plan that reflects best practices is an effective way to lead your agency forward in a positive direction your officers will ultimately support and take pride in.

Sheriff Jim Hart has worked for the Santa Cruz County Sheriff's Office for 28 years. During his career he held every rank in the office and he was elected Sheriff-Coroner in June 2014. The Santa Cruz County Sheriff's Office has 285 uniformed staff and 80 civilian employees. Santa Cruz County is located on the central coast of California and has 270,000 full time residents.

“THAT WHICH WE CALL A WARRIOR...”

THE ROLE OF BOTH THE WARRIOR AND GUARDIAN MINDSETS IN EFFECTIVE POLICING

by Charles Huth



Editor's Note: At FLETC's Summit on Trending Issues in Policing, Captain Huth participated in the panel discussion on the Warrior and Guardian Mindsets. He presented his perspective on the role of both the warrior and guardian mindsets in effective policing.

Law enforcement agencies seem to be confronted with a more intense level of scrutiny and criticism than any other profession. According to recent surveys, the ensuing tension has negatively impacted officer morale, resulting in some officers candidly choosing to back away from proactive policing for fear of being judged unfairly. This apprehension and uncertainty has led to some officers withdrawing from legitimate law enforcement functions that substantially contribute to public safety. As the challenges confronting law enforcement continue to multiply, police officers are looking to law enforcement leaders and trainers for validation and reassurance.

In light of the ambiguity confronting modern policing, police trainers and academicians have undertaken the task of reconstituting law enforcement's collective identity. At the same time, leaders, trainers, and motivational speakers continue to search for words that appropriately capture the spirit and resolve of the law enforcement culture, sparking deliberation over the best way to characterize contemporary police officers.

Many experts, responding to a perceived increase in violence against the police, encourage officers to adopt what they call a "warrior" mindset aimed to help them persevere in the face of mortal danger. Others, citing the need to build trust and stronger ties with the community, criticize the warrior label as inviting resistance and discord. They instead advocate the use of the term "guardian" to context the relationship between the police and the public.

The police trainers and leaders who promote the warrior and guardian labels do so with the best of intentions. They are genuinely struggling to make sense of an intricate operating environment where ambush style attacks on police officers appear more common, and the perception by some that the police are disconnected from the public and law enforcement's basic mission pervades public discourse. In reality, law enforcement officers must be trained, equipped, and prepared to defend themselves and others against violent attacks. Equally important, these officers must be capable of being compassionate and empathic as they are called to respond to delicate and nuanced situations.



The guardian label is generally intended to inspire officers to resist the urge to view interactions with members of the public as "us versus them" propositions.

The terms warrior and guardian have been adopted as part of a professional lexicon that seeks to equip police trainers with a language to help them better convey the multi-faceted nature of police work. The warrior identity is appealing because it is most often associated with strength, heroic acts, and selfless service. The word warrior can conjure an image of a formidable protector possessed of stoic bearing and indomitable martial skills. Alternatively, police trainers that prefer the word guardian often encourage officers to value strength of character and intellect instead of over-relying on physicality and force. The guardian label is generally intended to inspire officers to resist the urge to view interactions with members of the public as "us versus them" propositions.

The ongoing debate over the most appropriate way to describe modern police officers stems, at least

in part, from the ways in which the terms have been traditionally used. For all practical purposes, the historical understanding of the terms warrior and guardian have been rendered irrelevant. While this might be perplexing to those with a deeper understanding of their origins, more important than the historical understanding of these metaphors is the manner in which individual police officers interpret them. Labels can deeply inform one's self-image. Today's police leaders must appreciate the increasing complexity of society and recognize that how police officers see themselves—especially in relationship to those they are sworn to serve—has never been more significant.

Police officers often come into contact with people at their worst. When the police are summoned to handle a situation, it is often because emotions are running hot and the ability of those involved to think rationally has been significantly compromised. Further, the police encounter people engaged in acts of neglect and cruelty that are difficult for the average person to comprehend. The police—like all people—are naturally predisposed to accusing attitudes and emotions. Following repeated exposure to humanity's darker nature, it can be difficult for some police officers to exercise empathy. This tendency to disregard the personhood of others can compromise their tactical awareness and interpersonal effectiveness.

Police officers who see the world in this way tend to focus exclusively on their own subjective goals, objectives, and perceptions. This single-mindedness can blind officers to alternatives. They can see themselves as having to make a fool's choice between working to build trusting relationships and being tactically safe. Seeing others as objects cannot only dull an officer's sense of empathy and compassion, but it can effectively blind them to environmental cues that often precede violent assaults. Additionally, people are highly adept at detecting an officer's non-verbal signals of disdain and contempt, which can discourage cooperation and invite resentment.

Despite the rhetoric surrounding the nobility of the law enforcement profession, and in spite of whether we call them warriors or guardians, police officers are not inherently noble or skilled because they take an oath and pin on a badge. Only by consistently disciplining their minds can officers develop core values like nobility, tactical skill, and character, all of which can be leveraged in unique ways to strengthen public trust. Labels do not define police officers; police officers are defined by their actions, and their actions are informed by the way they see and respond to situations and the people around them.

Police leaders should not disinvest in training courses—regardless of the metaphors they use to describe police officers—that prepare officers to respond effectively to violent attacks. Rather, they should ensure that officers are prepared to effectively deal with extreme violence while doing so in ways that don't set them up to respond poorly in more benign circumstances. Officers should be trained and encouraged to adopt a way of seeing themselves in relation to their job and those they serve that helps them work safely while recognizing every contact as a significant opportunity to build or destroy trust.

The fact that police officers are confronted with a very wide range of human behavior emphasizes the need for tactical and interpersonal skills. Law enforcement



The word warrior can conjure an image of a formidable protector possessed of stoic bearing and indomitable martial skills.

officers must be capable of dealing with bad behavior without emphasizing unhelpful distinctions between themselves and those they serve. Police officers should not be made to fear that being compassionate and engaged will compromise their safety. They should work to cultivate patience and control while being very intentional in developing their capacity for virtuous violence.

Finding effective ways to integrate and respect the roles of the “guardian” and the “warrior” is one of the most critical challenges facing police trainers and leaders. Each role supports the other, and only by being committed to aspects of both can officers achieve the highest level of effectiveness. The common thread linking the guardian and warrior archetypes is the obligation to humbly serve others in difficult circumstances.

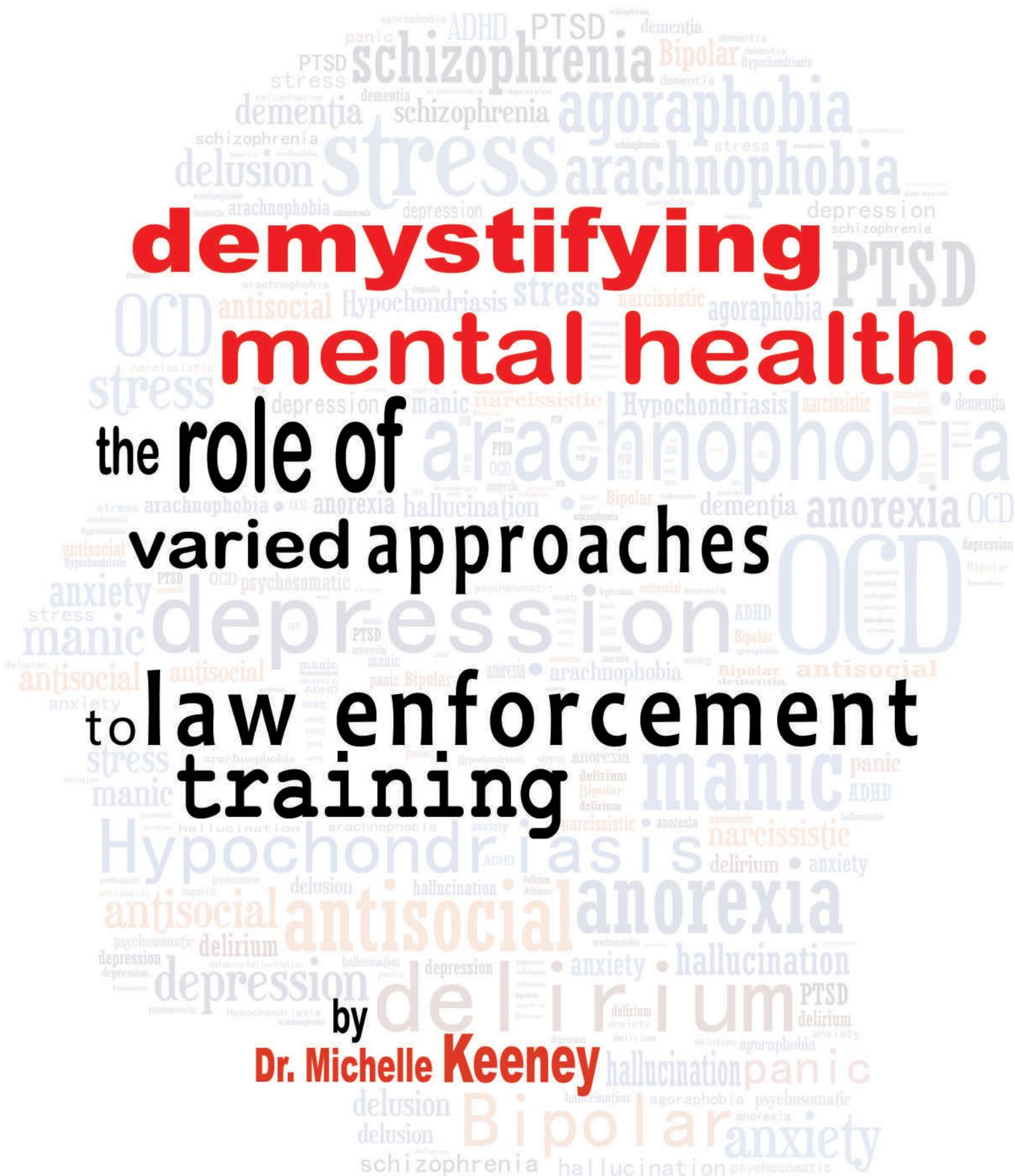


Police officers are defined by their actions, and their actions are informed by the way they see and respond to situations and the people around them.

Today’s police officers operate in a world characterized by complexity and interconnectivity. Information travels rapidly and the impact of police action is no longer localized. Police trainers must continue to help officers develop technical competency while simultaneously helping them learn to be responsive to others. Police trainers must teach officers to see beyond themselves and abandon unhelpful distinctions that distort their relationships with the people they serve. Inspirational language and tactical training can take officers only so far. The way for police officers to be comprehensively safe is to resist the urge to react defensively to criticism and prejudice and focus on constantly improving their character and the quality of their thinking.



Charles Huth is a captain with the Kansas City, Missouri Police Department, with 26 years of law enforcement experience. He currently serves as a staff inspector assigned to the chief’s office. He formerly led the Street Crimes Unit Tactical Enforcement Team and has planned, coordinated and executed over 2500 high-risk tactical operations. He is a licensed national defensive tactics trainer, a court-certified expert witness in the field of police operations and reasonable force, and the state of Missouri’s defensive tactics subject matter expert. He has a bachelor’s degree in multi-disciplinary studies from Grantham University and an associate’s degree in police science from Park University. He is a senior consultant for The Arbinger Institute. He also serves as an adjunct professor for the University of Missouri—Kansas City, and an instructor at the Kansas City Missouri Police Leadership Academy. He has 35 years of experience in the martial arts, with a background in competitive judo and kickboxing. He is an accomplished author and co-wrote “Unleashing the Power of Unconditional Respect—Transforming Law Enforcement and Police Training,” a text book used in promotional processes and graduate programs. A veteran of the United States Army, he resides in Kansas City, Missouri with his wife, Shelly, and can be reached at: Charles.huth@kcpd.org



Editor's Note: At FLETC's Summit on Trending Issues in Policing, Dr. Keeney participated in the panel discussion on Mental Health Issues Affecting Law Enforcement Responses. She described how law enforcement can prevent tragedies from occurring through welfare checks during which law enforcement looks for imminent risks and through Crisis Intervention Teams, which focus on de-escalation and connecting people in crisis to available community resources.

“Most people with mental health problems do not commit violent acts, and most violent acts are not committed by people with diagnosed mental disorders.”¹

Over the last several decades, the United States has experienced a decline in the number of available psychiatric beds while at the same time witnessing an increase in the prevalence of mental illness. These changing dynamics, among others, have contributed to increasing levels of contact between law enforcement personnel and individuals exhibiting symptoms of mental illness. Whether being called upon to deescalate a situation in a public park, responding to a residence to conduct a welfare check, or trying to determine whether an individual poses a risk of violence to the community, law enforcement are expected to quickly assess the situation, establish rapport with those involved, and make decisions about the best way to ensure safety. In response, departments and agencies are seeking cost effective ways to increase the competence of their personnel in working with persons with mental illness.

*The Final Report of the President's Task Force on 21st Century Policing,*² released in 2015, recognized the growing mental health crisis in our country and discussed the role of Crisis Intervention Training (CIT) as an effective approach to enhancing officers' abilities to interact with individuals in crisis and deescalate situations. CIT has become a core part of mental health training for law enforcement professionals, and combining it with other training will lead to improved safety of officers and community members, as well as improve the outcomes for those with mental health problems. Before creating a training program for your specific department or agency, consider the population with whom you interact, the various roles your personnel have and the training they need, and who will deliver the training.

Know Your Community – Identify Commonly Occurring Symptoms and Disorders to Tailor Training

The American Psychiatric Association has identified approximately 300 mental disorders;³ however, most of these are not of concern to law enforcement. To narrow the focus of your training efforts, understanding the population that you serve is one of the most critical elements to consider. With this knowledge, your training program can be tailored to focus on recognizing the symptoms of mental illness that are observed most frequently among those in your community who have contact with law enforcement. In addition, the training program can outline ways to approach and

¹Sherry Glied and Richard G. Frank. *Mental Illness and Violence: Lessons from the Evidence*. *American Journal of Public Health*: February 2014, Vol. 104, No. 2, pp. e5-e6. DOI: 10.2105/AJPH.2013.301710.

²President's Task Force on 21st Century Policing: *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services, 2015.

³American Psychiatric Association: *Diagnostic and Statistical Manual of Mental Disorders, Fifth Edition*. Arlington, VA, American Psychiatric Association, 2013.



Understanding the communities they serve and recognizing the mental health disorders that are observed most frequently can help law enforcement agencies tailor their training to specific needs.

interview persons exhibiting these symptoms. As an example, our agency, the U.S. Secret Service, has done its own research into the types of symptoms our officers and agents see in individuals with whom we have contact. Through this research, we know that people who come to our attention are more likely to experience paranoia (i.e., pervasive feelings of distrust and suspiciousness), psychosis (e.g., delusions and hallucinations), and depression and suicidal thoughts. Having this information has allowed us to prioritize our training to focus more specifically on these symptoms, and then as resources and time allow, to build on this basic training.

At the local level, officers likely will interact with individuals experiencing a much broader

array of symptoms and mental disorders. For example, they may come into more frequent contact with people diagnosed with autism spectrum disorder, posttraumatic stress disorder, and dementia, among others. Taking time to gather some information about the symptoms and disorders commonly experienced by those with whom your department comes into contact is one way to narrow the focus of your training program and make it more manageable. You can also work with your local or state Department of Mental Health to gather additional perspectives on the difficulties experienced by those you serve. They may already have statistics on prevalence rates and therefore be able to help you narrow the focus of your training efforts.

Know the Responsibilities of Your Personnel – Supplement CIT and Identify Training Content by Role

Once you have a more nuanced understanding of the community that you serve, take some time to understand your own personnel and the overlapping and unique mental health training needs that exist by role. Many departments have implemented CIT, which is a collaborative approach between law enforcement, the mental health system and consumers, family advocates, and community services in responding to calls involving a person in crisis or a person with mental illness.

These programs generally involve an initial 40 hours of instruction and then additional training on varied topics on an ongoing basis. The curriculum is focused on understanding mental illness, ways to establish rapport and deescalate situations, active listening skills, special populations (e.g., children, veterans), psychiatric medications, and available community resources. The courses also involve scenario-based role-plays and often include site visits into the community to encourage dialogue and understanding with individuals diagnosed with mental disorders.

CIT curricula are robust and quite comprehensive, however, there are additional ways to supplement this type of training. This may include offering basic training to personnel who come into contact with the public; training on threat assessment to promote more robust welfare checks by both CIT and non-CIT officers; and more in-depth training for detectives, analysts, and others who may be tasked with evaluating and managing a person's risk to the community over the long-term.

Most of your personnel will benefit from a basic knowledge of the common symptoms and disorders that occur among those with whom you have contact. One of the goals of such training is for officers and civilian staff (e.g., dispatchers, community outreach specialists) to bring an awareness and understanding of mental health into every interaction. This involves recognizing if someone is exhibiting symptoms of mental illness, and learning how to ask questions to gather more information about how those symptoms are affecting the person's thinking, emotions, and behavior. Training for non-CIT personnel is important because there is not always the time or the ability to contact a specially trained officer or unit when dealing with persons in acute distress or those exhibiting other behaviors of concern. This type of information can be delivered in shorter time blocks (e.g., 4- or 8-hours).

In addition, to add another perspective to



Law enforcement officers are often the first ones to respond during a mental health crisis.

welfare checks, CIT and non-CIT officers can benefit from threat assessment training. In threat assessment, we are not only interested in assessing whether the person poses an imminent risk of harm to self or others, but also exploring whether the individual may be of concern for committing an act of violence over the long-term. This type of training encourages law enforcement to take a more comprehensive view of the person, including talking to others familiar with the individual; checking social media for concerning statements, tweets, or videos that the person may have publicly posted; and when indicated, checking in with the person at a later date. In addition, threat assessment training encourages officers to ask questions that may uncover information that raises worries about future risk, even if there is no imminent concern. This includes exploring the individual's mental health, recent stressors, and behavior changes, all of which can augment an officer's evaluation during a welfare check or other investigation.

Finally, more advanced mental health training may be indicated for personnel (e.g., detectives, analysts) assigned to assessing whether an individual poses an ongoing risk of violence to the community. For these staff, training may include information on how to evaluate and manage risk, understanding personality traits and their impact on how a person interprets and views the world, assessing how an individual's mental health symptoms interact to influence their behavior, and even how cognitive bias can impact their decision-making about a case.

Know What Training Resources Are Available – Identify Who Will Deliver the Training

After identifying the content of your training and evaluating the needs of your personnel, you can identify what resources are available to facilitate the training. Some departments

have mental health professionals on staff who can develop and deliver the training, while others may have the ability to contract with professionals. In the latter situation, the information that you have outlined about the population with whom you work and the roles of your personnel will help frame your discussion with outside professionals.

In addition, some agencies work with their local or state Department of Mental Health to identify personnel who can offer training at no cost. Other departments have sent personnel



While police officers may not consider providing services to people with mental illness as a primary duty, they often respond to situations that ordinary citizens and social service agencies are not equipped to handle.

through an instructor program called *Mental Health First Aid*,⁴ which is sponsored by the National Council for Behavioral Health. This program offers specialized training for those in public safety. After the initial investment for the instructor's training and certification, he or she can deliver the training to your staff and others. You can also explore sending personnel to courses that are offered through companies and organizations focused on the training of mental health professionals. If these options are not available to you, look into whether a nearby district sponsors CIT courses or other mental health training and whether they will allow you to send one or more individuals to attend. Also, the U.S. Secret Service offers an abbreviated training overview on threat assessment, as well as understanding the impact of psychiatric symptoms in that context. Requests for such training should be made to the local Secret Service office in your district.

Finally, either as part of a formal training program or as an informal part of your department's community outreach, consider coordinating visits with local mental health consumers who are willing to meet with you at a community center or club house, or discuss their experiences over coffee. Interacting with the population you serve is particularly important when there is not a crisis, and further reduces the stigma of those diagnosed with a mental illness.

⁴ For more information, visit <https://www.mentalhealthfirstaid.org/cs/>.



Dr. Michelle Keeney is currently the senior assessment and research advisor for the Protective Intelligence Division of the United States Secret Service (USSS). In her position, she consults on protective intelligence investigations, conducts psychological evaluations of persons of concern, and delivers mental health training to USSS personnel and others with public safety responsibilities. She previously served as the chief of the USSS National

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District Police Commander Shafiq R. Fulcher Abdussabur addresses a crowd of 400 about “Black Accountability” at a rally in New Haven, Connecticut.

Moving Towards Effective Police Social Interactions

By District Police Commander Shafiq R. Fulcher Abdussabur

Editor’s Note: At FLETC’s Summit on Trending Issues in Policing, District Commander Abdussabur participated in panel discussions on Biases Affecting the Law Enforcement Community and Effective Police Social Interactions. He provided an overview of the successful model of police/community relations implemented in New Haven, and discussed the importance of law enforcement building relationships with communities before incidents that might lead to unrest occur.

Since the controversial shooting of Michael Brown on August 9, 2014, in Ferguson, Missouri, a national debate on police, race, and ethnicity has become the new norm of America (Chuck, 2014). Unlike the initial criminal justice reform debates that were fueled by over one hundred days of continual public protest that eventually erupted into riots and looting in Ferguson, the current wave of unrest emanating from Urban America has called for reforms in improving initial police contact with minority citizens.

Change Comes From the Top

The first step to improving police community relations is for law enforcement agency administrators and command staff to take responsibility to educate their officers and agents about why segments of the community distrust police and other law enforcement officials. Furthermore, law enforcement agencies cannot become obsessed with trying to critique the legitimacy of social movements such as Black Lives Matter, which has become its own lightning rod among police and law enforcement culture. As a 21 year police veteran and now police commander, in the past three years I have sat down with Police Executive Research Forum officials, Federal Bureau of Investigation officials, Justice Department officials, Mayors, Congressmen, Senators, National Fraternal Order of Police members, National Association for the Advancement of Colored People, the National Association of Black Law Enforcement Officers, the National Organization of Black Law Enforcement Executives, and others who all are struggling to draft solutions that would attempt to calm the current racial climate between police and communities of color. Most all of, the dialogues have concluded that at this current stage of police and race relations many more challenges exist than initially thought.

Often, many law enforcement administrators will act on their first respondent's instincts and feverishly search for a quick fix to solution to "make it all go away." Other immediate strategies often have



Black Lives Matter March



New York City LGBTQ Pride Parade

included taking a closer look at minority hiring of candidates and the swift promotion of minority officers (for positions that were historically held by non-minority officers) as a neutralizer to community unrest. The most impulsive reaction is often to implement training on cultural sensitivity and bias reduction. Though all of these actions can potentially yield results, it is imperative that present day and future law enforcement agency administrators and command staff weigh their urgency to commit to a continued process of change and agency improvement. The most consistent and historical approach used nationwide has been a police department's ability to maintain an open dialogue with members of the Black clergy. This by far will always be an effective tool in building and sustaining ongoing relationships with the Black community. However, in our current day not all Black people are Christian and not all Black people attend church. Therefore, departments must expand their partnership circle to include Muslims Imams, Nation of Islam Ministers, Black Lives Matter Representatives, and representatives from LGBTQ organizations.

Many police officers and community members agree that the time to talk about race relations, religion, and gender orientation has been long overdue. The challenge in addressing race relations in America between the urban community and the police has always been finding the proper venue. Law enforcement agency administrators and command staff must create innovative post incident command

strategies that protect their police and community relationships from being destroyed by local and national catastrophic incidents between police and the urban community.

...The shooting of unarmed, Walter Scott on April 4, 2015, in North Charleston, South Carolina, following a daytime traffic stop for a non-functioning brake light. Scott, a black man, was fatally shot eight times in the back by a white North Charleston police officer. In addition, the shooting of Walter Scott may go down as being one of the most provocative incidents that threatens the stability of American law enforcement and its ability to effectively police black Americans (Blinder, 2015).

After such an incident, law enforcement agency administrators and command staff should mobilize community leaders, clergy, activists, select elected officials, youth representatives, and media to have intimate dialogue about the incident behind closed doors in efforts to preserve the achievements gained through their previous positive police social interactions. In most times of crisis, each department has one or two community negotiators. These should not be confused with hostage negotiators. Community negotiators are the few officers or command staff that have such a great rapport with the particular community in crisis that they are more than comfortable in engaging in heated discussions needed for the purpose of racial and cultural de-escalation.

Such community crisis engagement tactics and approaches unofficially exist in many departments



New York City Police Department officers from the Transit Bureau meet and help commuters at MTA 42nd Street Station.

and law enforcement agencies. However, they are not a part of the agency's strategic plan and may not exist within their training divisions. Here is where the hardcore conversation begins. It is imperative that law enforcement agency administrators and command staff develop annual in-service training programs specifically directed at improving community engagement. In addition, new recruits must enter their academy training with an elaborate community engagement curriculum that will prepare them to be their departments' front line community negotiators equipped with skillsets in racial and cultural de-escalation. Workshops and curriculums for these skills must exceed Peace Officers Standards and Training (POST) standards and should take on an innovative out of the box approach.

Scientific Approaches

When asked about the best scientific approach, the response is often, "find the best practice." From the current state of police and urban relations nationwide, previous alleged best practices regarding effective community engagement have not improved those poor relationships. Most POST standards only require entry level cadets to do four to eight hours of social programming. Many police and law enforcement agencies significantly lack diversity within their training staff, thus exacerbating stereotyping and biases on race, culture, and religion due to their direct lack of knowledge.

The New Haven Police Department has taken an innovative step under Interim Police Chief Anthony Campbell. The police academy decided to certify department sworn staff (officers) to make up the majority of its police academy instructors. By doing so, the New Haven Police Department has been able to create a diverse pool of academy instructors who also are familiar with the issues impacting the department. A second unique feature is that the academy tasks cadets with community engagement projects that include working with the homeless population and working with community youth at events. Future plans are in place to have cadets acting as mentors paired

with urban youth during their six-month academy training. Like many urban departments, the New Haven Police Department is a predominately white male agency that police a majority Black and Hispanic urban city. However, these approaches have proven to maintain and increase good police and community relations.

Getting Started

Moving an agency towards effective police social interactions begins with the agency's commitment to "do better by its communities of color." Mission statements must be reviewed and modified. Training instructors and command staff must be reflective of both the community that the department they serve and the content of the material being represented. Community partners cannot be called only during a crisis. A purposeful and intellectual discussion must be developed with the Muslim community, grassroots social movements, and the LGBTQ communities. In order to effectively embark upon that journey and be successful, police departments and law enforcement agencies will need to train their officers and agents to be their own first responders in addressing issues on race, religion, ethnicity, and gender within the communities they are sworn to protect and serve.

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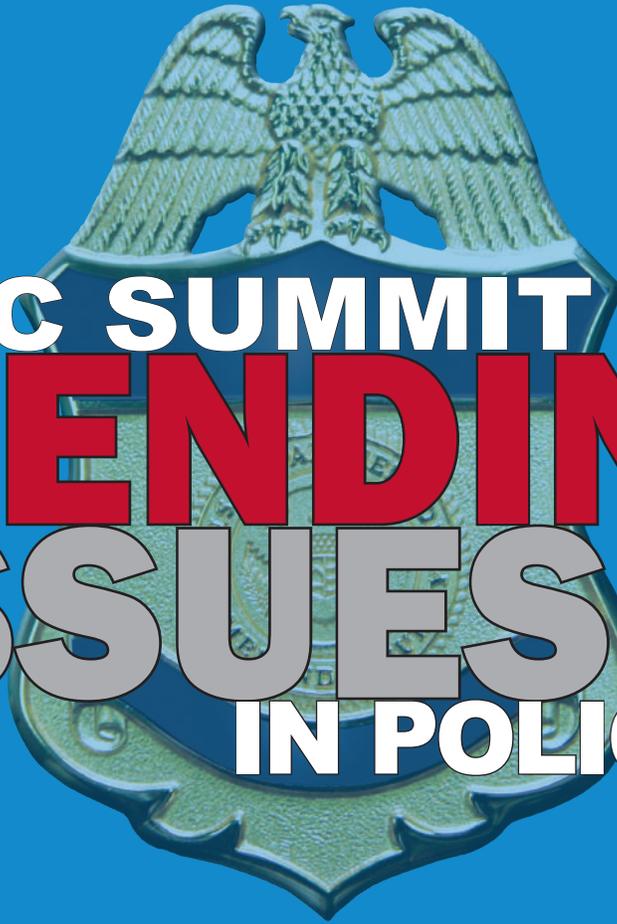
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Shafiq R. Fulcher Abdussabur is an author, public speaker, racial profiling consultant, entrepreneur, and urban based law enforcement officer (district commander). His unique views and approach to urban violence prevention, racial profiling prevention, and community based policing have been featured in the New York Times, Chicago Tribune, NPR-Where We Live, New Haven Independent, NPR-All Things Considered, WYBC-Electric Drum, New Haven Advocate, Russian Radio, BBC, PBS, New York Daily News, New Haven Register, Hartford Courant, and Al Jazeera America. Nationally, he is considered the foremost leading expert in racial profiling prevention and urban gun violence prevention due to his unique approach to community based policing as a key resource to urban violence prevention. The results of his "works in action" are best seen in the historical Dixwell Avenue area of New Haven. Mike Morand, deputy chief communications officer of Yale University, and that of State Affairs, coined him as the "Nike of urban development." In 2012, he was elected as president of the National Association of Black Law Enforcement Officers, where he created a historical partnership with the Brady Campaign to Prevent Gun Violence. In 2014, he was listed as the 14th most Inspirational Black Muslim Men in America and the 2015 Man of the Year by the Connecticut African-American Affairs Commission.



FLETC SUMMIT ON TRENDING ISSUES IN POLICING

By Jennifer Tocco

Introduction

The Federal Law Enforcement Training Centers (FLETC) is preparing tomorrow's law enforcement officers for the challenges they will face as they begin and move through their careers. While some law enforcement job tasks remain the same over time, emerging threats and changing social conditions create new training needs for both new and seasoned officers. As the Nation's largest provider of law enforcement training, FLETC has a responsibility to ensure it continuously adapts to the environment in which law enforcement finds itself.

FLETC brings together the diverse thoughts and expertise of more than 90 federal partner organizations, in addition to a broad spectrum of state, local, and international law enforcement stakeholders. The collective intellectual capital that exists at FLETC creates an ideal setting to debate, discuss, and explore the big issues law enforcement faces today.

Leveraging this community of experts, FLETC hosted a Summit on Trending Issues in Policing September 27-29, 2016, convening a wide cross-section of experts, stakeholders, practitioners, academics, and thought leaders to discuss, debate, and explore a selection of the most pressing issues in law enforcement. The Summit served as an educational forum for FLETC's training community, and aimed to advance the national dialogue on issues of critical importance to the law enforcement profession. By proactively confronting difficult issues, FLETC's intent was to help ensure that its trainers, partners, and stakeholders understand today's challenges from all perspectives and that it ultimately provides the training our Nation's law enforcement officers need to effectively do their jobs, remain safe, and protect our communities.



Planning the Summit

The Final Report of the President's Task Force on 21st Century Policing provided a useful framework as FLETC began planning the Summit. Considering the topical areas the Task Force explored and other issues driving debate and change in the law enforcement profession, FLETC identified the following subjects for presentations and discussion at the Summit: Mental Health Issues Affecting Law Enforcement Responses, Mental Health Resilience for Law Enforcement Officers, Media and Community Relations, Biases Affecting the Law Enforcement Community, Body Worn Cameras, Effective Police Social Interactions, The Warrior and Guardian Mindsets, and Use of Force.

FLETC identified keynote speakers to kick off each day of the Summit. Retired Philadelphia Police Commissioner Charles Ramsey set the stage for three-day event, opening the Summit with his perspective having chaired the President's Task Force on 21st Century Policing. He described the six pillars the Task Force explored, including Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and



Retired Philadelphia Police Commissioner Charles Ramsey opened the Summit with his perspective on having chaired the President's Task Force on 21st Century Policing.



Dr. Alonford J. Robinson, CEO of Symphonic Strategies, spoke about the challenges of disparate elements of a community coming together by partnering with and trusting one another.

Crime Reduction, Training and Education, and Officer Wellness and Safety. Commissioner Ramsey highlighted how challenging and noble the law enforcement profession is, and the significant responsibility FLETC has to train those entering it. On the second day of the Summit, Dr. Alonford J. Robinson, CEO of Symphonic Strategies, spoke about the challenges of disparate elements of a community coming together, and the gains to be made by partnering with and trusting one another. On the final day of the Summit, Executive Director of the Washington State Criminal Justice Training Commission Susan Rahr described her work in transforming police training in Washington State to a model based on critical thinking and decision making that incorporates the warrior as one dimension of the guardian.

Following each day's keynote speaker, moderators facilitated panel presentations that included formal briefings followed by question and answer sessions. FLETC also facilitated smaller breakout sessions for particular subject areas during which FLETC curriculum developers had an opportunity to engage in detailed discussion with the panelists regarding potential modifications and enhancements to FLETC's law enforcement training curriculum.



FLETC Deputy Assistant Director Ariana Roddini provided an overview of FLETC's Working Group that explored the recommendations from the President's Task Force on 21st Century Policing.

Prior to panel presentations on the first day of the Summit, FLETC Deputy Assistant Director Ariana Roddini provided an overview of FLETC's Working Group that explored the recommendations from the President's Task Force on 21st Century Policing. FLETC staff reviewed the recommendations to explore ways FLETC might enhance, modify, or augment its training to help ensure it promotes public trust and law enforcement professionalism. Deputy Assistant Director Roddini specifically discussed actions FLETC is taking in the areas of leadership, communication, use of force, tactics, and officer wellness.

Overview of Presentations

Law Enforcement Response to Persons with Mental Illness

The intent of this first Summit panel was to explore the need for law enforcement officers and leaders to be trained in and capable of addressing challenges associated with responding to persons with mental illness. Laura Usher, Manager, Criminal Justice and Advocacy, National Alliance on Mental Illness, described how beneficial Crisis Intervention Team (CIT)

training is in building trust between families and law enforcement. Taught by teams of law enforcement officers and mental health professionals, CIT training helps officers learn to recognize the signs and symptoms of mental illness and teaches verbal de-escalation skills. She discussed how critical it is to train law enforcement officers how to handle these complex situations, how to deescalate when they can, and how to respond appropriately to keep both themselves and others safe. Dr. Michelle Keeney, Chief of the U.S. Secret Service's Threat Assessment Center, described her agency's focus on preventing tragedies from occurring through welfare checks during which law enforcement looks for imminent risks. She discussed training law enforcement officers to conduct "mini threat assessments" during each contact, and the role of Crisis Intervention Teams in focusing on de-escalation and connecting people in crisis to available community resources. Lieutenant Sean Patterson, Training Coordinator for the New York City Police Department's (NYPD) Emergency Service Unit provided an overview of the NYPD's training and tactics for responding to persons in crisis. Special Agent John Deegan of the U.S. Capitol Police's Threat Assessment



Dr. Michelle Keeney, Chief of the U.S. Secret Service's Threat Assessment Center, described her agency's focus on preventing tragedies from occurring through welfare checks and "mini threat assessments."



John Marx, Executive Director of the Law Enforcement Survival Institute, discussed how policing is a “people business.”

Section described how his agency teaches its recruit classes to ask the right questions to identify when someone needs help, as well as the importance of identifying other agencies that can collaborate on this issue.

Mental Health Resilience for Law Enforcement Officers

The second panel of the Summit shifted focus to mental health issues affecting law enforcement officers, and specifically the need to increase acknowledgement of mental health issues and to reduce associated stigmas. Dr. Stephen Bishopp, Associate Director for Research, Caruth Police Institute, Dallas Police Department, described his research about the effects the law enforcement profession can have on officers’ mental health, and how they can build resilience by understanding negative emotions. John Marx, Executive Director of the Law Enforcement Survival Institute, discussed how policing is a “people business.” He described a model of comprehensive health, which includes both the mental and physical aspects, and noted the importance of officers being connected to the communities they serve. Mr. Marx explained how some departments address mental resiliency through

short “roll call” training, and also observed how mentoring programs can support comprehensive health. Ms. Usher returned for this panel, and discussed actions agencies can take to increase resilience, such as offering officer peer support programs, encouraging dialogue among officers, facilitating collaboration between community staff and mental health professionals to identify the kinds of programs needed, reviewing policies that affect mental health, finding and cultivating mental health professionals who law enforcement officers can trust, and creating a culture of openness and mutual support.

Media and Community Relations

The purpose of this panel was to examine the importance of community outreach programs and the inclusion of community entities in policing efforts. Mr. Norton Bonaparte, City Manager for Sanford, Florida, described how his city experienced a breakdown between the police department and the community, and how they have bridged that gap through various community outreach programs. He also observed the importance of developing good partnerships between law enforcement and community organizations before an emergency or tragedy occurs. He discussed the importance of law



Norton Bonaparte, City Manager for Sanford, Florida, described the importance of developing good partnerships between law enforcement and community organizations before an emergency or tragedy occurs.

enforcement officers sharing “who they are” with the communities they are working in, which has led to great success in building strong police-community relationships. Arthur Roderick, Law Enforcement Analyst for CNN and retired Assistant Director for Investigations for the U.S. Marshals Service, discussed challenges for law enforcement in communicating with the media, and spoke about instances in which good relations between law enforcement and the media have been helpful to both. Dr. Brian Williams, Associate Professor, University of Georgia, delivered a presentation on meaningful police and community dialogues, and how law enforcement can learn from past instances of unrest. He discussed the coproduction of public safety and public order, noting the value of being proactive in a coactive way, rather than reactive. Jennifer Elzea, Press Secretary for U.S. Immigration and Customs Enforcement observed that interacting with the media is part of her agency’s everyday reality, and therefore proactive media engagement can help ensure the accuracy of what the media reports. She described the role of professional public information officers in speaking on behalf of law enforcement, and discussed the value of media training so law enforcement understands the environment in which the media is operating.

Biases Affecting Law Enforcement

The purpose of this panel was to explore how cognitive and implicit biases affect law enforcement personnel, and specifically how awareness and training can mitigate negative biases. Dr. Lois James, Assistant Professor at Washington State University, presented her research on decisions to shoot, highlighting the difference between implicit and behavioral biases. Sergeant Renee Mitchell of the Sacramento Police Department discussed using evidence to drive what is done in policing, and observed how FLETC has an opportunity to



District Police Commander Shafiq R. Fulcher Abdussabur, of New Haven, Connecticut, discussed the importance of law enforcement building relationships with communities before incidents that might lead to unrest occur.

create evidence about what works and does not work in training. Dr. Justin Nix of the University of Louisville described the need for more complete data in understanding bias, and the need for more research to evaluate the effectiveness of bias reduction training. Shafiq Abdussabur, Director Commander for the New Haven (Connecticut) Police Department, discussed the importance of law enforcement building relationships with communities before incidents that might lead to unrest occur.

Body Worn Cameras

This panel provided an overview of the advantages and challenges for law enforcement in using body worn cameras. Dr. Charles Katz, Professor and Director of the Center for Violence Prevention and Community Safety at Arizona State University, highlighted the various goals agencies have in implementing body worn cameras, including increased transparency, enhanced legitimacy and public safety, improved citizen and officer behavior, and opportunities to obtain better evidence. Seth Stoughton, Assistant Professor of Law at the University of South Carolina, discussed some of the practical limitations of and challenges with this technology, such as data storage concerns and



their inability to always capture the complete picture. He also observed that there are lessons to be learned from the implementation of dashboard cameras in implementing body worn cameras. Commissioner R. Gil Kerlikowske of U.S. Customs and Border Protection (CBP) shared information about CBP's body worn cameras feasibility study. He discussed the three phases of this study, which included implementation of the cameras in the training environment, limited voluntary field deployment, and review of the data and analysis of feedback from officers. Chief Matthew Doering of the Glynn County (Georgia) Police Department discussed implementation of body worn cameras in his county, and noted that he believes they are helping promote justice for crime victims in his department's jurisdiction.

Effective Police Social Interactions

The purpose of this panel was to highlight the criticality of effective communication during police responses in establishing and maintaining community trust. Dr. Stephen James, Assistant Research Professor at Washington State University, discussed how to develop in law enforcement officers the skillset to understand the dynamics of communities in which they



Chief Matthew Doering of the Glynn County (Georgia) Police Department discussed implementation of body worn cameras in his county. He believes they are helping promote justice for crime victims in his department's jurisdiction.



Osceola Red Shirt, Deputy Director of the Indian Police Academy, discussed the dynamics of policing in the tribal communities.

work. Shafiq Abdussabur, District Commander for the New Haven (Connecticut) Police Department, provided an overview of the successful model of police/community relations implemented in New Haven, which features bimonthly meetings between professional and law enforcement partners, a Crisis Response Team, and baseline community organizations and community advocates. He explained that this model has prevented escalation and discord when incidents occur because the community feels like it has a vested relationship with law enforcement and other officials. Osceola Red Shirt, Deputy Academy Director of the Indian Police Academy (IPA), Bureau of Indian Affairs (BIA), discussed the dynamics of tribal and BIA law enforcement policing in the communities of which they are part, de-escalation training, and the IPA's approach to training that focuses on coaching. Keith Calloway, Deputy Chief and Director of Training for the Chicago Police Department, provided an overview of his agency's success in reaching out to diverse communities and discussed the importance of exposing recruits to the values the agency wants to see in its officers from the earliest days of their training.

Warrior and Guardian Mindsets

The intent of this panel was to explore the concepts of the warrior and guardian mindsets in those charged with protecting the public. Commissioner William Evans of the Boston Police Department spoke about his agency's commitment to engaging with Boston youth, embracing the city's diverse community, and training officers in de-escalation while still focusing on officer safety. He discussed the importance of helping the community see law enforcement as a true partner, and observed that it is possible to stress the guardian mindset without giving up the warrior portion of the law enforcement mindset. Captain Charles Huth of the Kansas City (Missouri) Police Department explained his perspective on the need for balance. He observed that there is value to being tough, capable, and prepared, but that this mindset can lose value when it becomes about being ready to oppose. South Stoughton, Assistant Professor of Law at the University of South Carolina discussed the core principles of the law enforcement profession that harken back to Sir Robert Peel's principles of law enforcement, which can help ascertain whether an officer's actions were appropriate. He shared



Commissioner William Evans of the Boston Police Department spoke about his agency's commitment to engaging with Boston youth and embracing the city's diverse community.



Executive Director Susan Rahr discussed the Police Executive Research Forum's (PERF) Guiding Principles on Use of Force.

his perspective that warrior policing is a small part of guardian policing.

Use of Force Training and Policy

The Summit culminated with panel discussions on use of force training and policy. Superintendent Kirk Kinnel of Police Scotland shared his country's approach to use of force training, observing the importance of enhancing communication skills and officers seeing themselves as guardians of the people. Susan Rahr, Executive Director for Washington State Criminal Justice Training Commission, discussed the Police Executive Research Forum's (PERF) Guiding Principles on Use of Force. She also observed the need to connect de-escalation training with tactical training, the need for law enforcement to earn the trust of communities, and the potential value in standardized use of force reports to establish common data points. CBP Commissioner Kerlikowske described how the U.S. Border Patrol began training Use of Force Investigation Teams to evaluate incidents, and its expansion of use of force training in recent years.

In the second panel on Use of Force, Thomas Brandon, Deputy Director for the Bureau of Alcohol, Tobacco, Firearms and Explosives,



discussed agency changes to use of force policies, and specifically how some agencies have recently changed their policies for shooting at moving vehicles. Michael Ranalli, retired Chief of the Glenville (New York) Police Department discussed the PERF Guiding Principles on Use of Force, and the role of supervisors in promoting the right mindset in officers. Louis Quijas, former Assistant Secretary for the Department of Homeland Security and former Assistant Director for the Federal Bureau of Investigation, discussed the importance of federal, state, and local law enforcement agencies reviewing one another's policies, and the criticality of leadership in effective implementation of policies.

Next Steps

The Summit on Trending Issues in Policing featured 30 guest speakers plus 9 panel moderators who addressed a broad spectrum of contemporary issues in law enforcement. During the Summit, FLETC facilitated smaller breakout sessions that featured in-depth discussion between panelists and FLETC instructional and curriculum development staff regarding training issues related to the panel topics. Following the Summit, FLETC formed working groups to further review these topical areas and recommend potential modifications to FLETC's training curriculum to ensure it is incorporating current research and evidence.

FLETC is continuing dialogue and work with researchers, practitioners, academics, and experts who participated in the Summit. Additionally, FLETC has prioritized a commitment to using research to help shape its curriculum and continue to ensure it addresses the most pressing issues facing the law enforcement profession. By bringing together leading voices in contemporary law enforcement issues at this Summit, FLETC aimed to advance the training community's understanding of different perspectives, expose

instructional staff to the training implications of current challenges and issues in the profession, and generate dialogue and debate about the important matters the law enforcement profession is confronting. FLETC looks forward to continued work with experts, academics, and practitioners throughout the profession to ensure it continues to reflect upon and train to the issues at the forefront of law enforcement.



Jennifer Tocco began her civil service career in 2008, and currently serves as the Strategic Planning Program Manager in the Director's Office. She previously held positions in the Office of State and Local Training and the Rural Policing Institute.

Prior to moving to Georgia, Ms. Tocco worked in the nonprofit and academic sectors.

While completing her graduate studies, Tocco served as a research fellow at the Rutgers Graduate School of Education's Center for Educational Policy Analysis. She holds a Bachelor of Arts with a double major in political science and history from Drew University, a Master of Education degree with a focus on educational policy and qualitative research methods from Rutgers University, and a Master of Public Administration degree from Valdosta State University. She also completed all doctoral coursework in educational policy while at Rutgers.



THE IMPACT OF IMPLICIT RACIAL BIAS ON POLICE DECISIONS TO SHOOT: RESEARCH FINDINGS AND TRAINING IMPLICATIONS

By Dr. Lois James

Editor's Note: At FLETC's Summit on Trending Issues in Policing, Dr. James participated in the panel discussion on Biases Affecting Law Enforcement. She presented her research on decisions to shoot, highlighting the difference between implicit and behavioral biases.

Since the 2014 shooting of Michael Brown in Ferguson, the policing profession has experienced a turbulent couple of years. Allegations of racially motivated policing abound, and many have called for widespread police reform (PERF, 2015). Implicit racial bias and police use of deadly force are at the forefront of the national conversation regarding reform. Yet, despite assumptions that implicit bias motivates police deadly force judgment and decision making, a great deal of uncertainty exists concerning how bias motivates officers and how police training should be crafted to overcome implicit bias. Some studies assert that regardless of circumstances officers are more likely to shoot black suspects than white suspects (the “implicit bias” effect). Other studies find no evidence of bias in police shootings (the “threat” effect). Emerging research suggests officers may be more hesitant to shoot black suspects than white suspects (the “counter bias” effect). This article summarizes these lines of research, discusses their implications for police training, and introduces a simulation-based implicit bias training program designed from the research evidence to date.

The Implicit Bias Effect

Some researchers strongly assert that police are racially motivated in their decisions to shoot. This idea was enshrined in Takagi's (1974, p. 30) famous statement that "the police have one trigger finger for whites and another for blacks," and both field and laboratory studies have produced evidence to support it. For example, researchers have found patterns in officer-involved shooting data suggesting that officers are more likely to use deadly force against black suspects than non-black suspects when controlling for situational variables (Fachner & Carter, 2015; Jacobs & O'Brien, 1998; Sorensen, Marquart, & Brock, 1993). Research from laboratories using seated "shoot/don't shoot" button pressing designs have also found that, on average, officers tend to be quickest to press "shoot" when presented with armed black suspects (Correll et al., 2007; Correll, Park, Judd, & Wittenbrink, 2002; Correll, Umland, & Ito, 2006; Correll & Keese, 2009; Sadler, Correll, Park, & Judd, 2012). Furthermore, in 2015 the Washington Post published a national data base on fatal officer-involved shootings which found that officers were more likely to shoot black

suspects than white suspects, even when controlling for the dangerousness of the situation (Kindy, Fisher, Tate, & Jenkins, 2015).

The Threat Effect

A second line of research claims that officers do not respond to suspect race, but to objective and legal indicators of dangerousness and threat. Some field studies have found that the influence of suspect race and ethnicity on police use of deadly force is insignificant in the face of community-level violent crime rates and the dangerousness of the suspect's underlying offense (Brown & Langan, 2001; Fyfe, 1978, 1982; MacDonald, Kaminski, Alpert, & Tennenbaum, 2001; Mulvey & White, 2014; White, 2002). Additional support for the threat effect hypothesis comes from laboratory-based studies that found—despite quicker reaction times to press a "shoot" button in response to armed black suspects—police officers were not biased in their shooting decisions (Correll et al., 2007). In other words, officers did not disproportionately make the mistake of pressing "shoot" for unarmed black suspects, or pressing "don't shoot" for armed white



A white male suspect in a domestic disturbance scenario

suspects. They responded accurately to the objective level of threat.

The Counter Bias Effect

A third perspective suggests that officers in recent years may be more hesitant to shoot black suspects than white suspects out of concern for the consequences of shooting a racial minority. For example, Dr. Roland Fryer of Harvard University found that officers from the Houston Police Department were 23.8% less likely to shoot black than white suspects (Fryer, 2016). Furthermore, experimental studies testing officers in deadly force judgment and decision-making training simulators have found that on average officers take longer to shoot black suspects than white suspects and are less likely to erroneously shoot unarmed black suspects than unarmed white suspects (James, Vila, & Daratha, 2013) despite evidence of implicit racial bias among the participants (James, James, & Vila, 2016). A separate study of police involved in deadly force encounters provides a possible explanation for this hesitation – officers reported that, in the moment, they had been wary about using deadly force against a black suspect for fear of how it would

be publically perceived and the associated consequences (Klinger, 2004). Evidence from these studies raises the possibility that officers' concerns about the social and legal consequences of shooting a minority suspect may lead them to hesitate before using deadly force in real threat situations, thereby putting themselves at an increased risk of being injured or killed.

Implications for Police Training

Three very different sets of findings have emerged regarding the relationship between implicit racial bias and police decisions to shoot. Those supporting the threat effect are clearly the most encouraging—it is desirable for officers to make decisions to shoot based on objective levels of threat and not suspect race. The two bias effects (implicit and counter bias) are more concerning. On one hand, officers should not let implicit associations between race and threat influence their decision making process. Neither, however, should officers let the atmosphere surrounding police use of force against racial minority suspects cause them to hesitate in the face of real danger. Fortunately, in each case the training implications are the same.



Highly volatile vehicle stop scenarios featuring white and black suspects

Police departments need to train officers to improve accuracy in detecting objective threats and in subsequent use of force decision making, using high-quality, scenario-based deadly force judgment and decision making simulators. Officers can become conditioned to ignore suspect demographics if they are consistently unrelated to the scenario outcome. Careful manipulation of scenarios within this type of training has the potential to reduce officer biases by exposing them to “counter stereotypes” (for example an armed white female). Effective programs feature threatening suspects that are equally as often black, white, or Hispanic, male or female, young or old, rich or poor, intoxicated or sober, and so on. Furthermore, this form of counter conditioning will also improve accuracy if an officer tends to be more hesitant to act based on suspect race, because the training improves overall decision-making based solely on objective threat indicators.

Counter Bias Training Simulation (CBTsim)

One example of scenario-based training intended to reveal and overcome biases in shooting decisions is Counter Bias Training Simulation, a 4-hour long simulation-based training program grounded in

the experimental work from James and colleagues at Washington State University (James & James, 2016). Officers train in teams of five, each responding to different evidence-based, highly realistic “shoot/don’t shoot” video scenarios depicting a range of suspect demographics (race, gender, age, socio-economic status, level of intoxication, mental illness, etc.). Following each scenario, the responding officer is asked to self-reflect on his or her performance and identify what factors in the video he or she cued off.

Team members are then asked to comment on what they may have done in the same situation. Finally, the instructor solicits additional reflection if he or she feels the trainees have not adequately identified motivating factors in their decisions to shoot or not shoot. The goal of the training is to get officers to make decisions to shoot

based solely on the level of threat, while disregarding suspect characteristics. Two evidence-based processes fuel this goal: counter-conditioning (the idea that repeated exposure to scenarios in which suspect demographics are not predictably related to scenario outcomes dampens any stereotyping trainees may rely on) and self-reflection (in which any implicit biases can come to light in a non-threatening way).

NDT SIM



An officer engaged in a deadly force judgement and decision making scenario at Washington State’s simulation lab

The national debate regarding racial bias and police use of deadly force can be heated, fueled by disparate agendas, and lead to confusion and blame. The research waters surrounding the influence of implicit racial bias on officer decisions to shoot are murky. Much is unknown despite a large body of research dedicated to this critical and controversial topic. Fortunately, contradictory research findings point down the same path forward, with a clear training implication—high-quality, scenario-based training that teaches officers to focus on objective threat indicators and not suspect characteristics in their decisions to shoot.

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Lois James, Ph.D., is an assistant professor in the Washington State University College of Nursing. Dr. James's research on the impact of suspect race on police decisions to shoot has significantly advanced what is known about bias and use of force. She is the founding director of Counter Bias Training Simulation, a reality-based police training program, grounded in rigorous experimental research and designed to help officers identify and overcome implicit biases. She is a member of the International Association of Chiefs of Police Research Advisory Committee and has received several honors and awards for her work, including the Best Violence Research Award by the American Psychological Association in 2013.

Introduction: Why Officer Mental Wellness Matters

Police officers are carefully recruited and well-trained to deal with threats and ensure their safety and the safety of their communities. As a result, many people would assume that officers are more resilient than the average citizen – and they may be. However, working in law enforcement exposes officers to far more abuse, injury and death than the average citizen. As a result, far too many officers struggle with alcoholism, post-traumatic stress disorder (PTSD), and depression. In fact, almost 1 in 4 officers has thoughts of suicide at some point in their life.¹ And in the smallest departments, the suicide rate of officers is almost four times the national average.² Between 7 and 19% of police officers have symptoms of posttraumatic stress disorder.^{4,5} By comparison, only 3.5% of the general population experiences PTSD.

Most telling, more police officers die by suicide than by homicide: the number of police suicides is 2.3 times that of homicides.⁶ The high numbers of officers with mental health conditions has nothing to do with weakness, and everything to do with the experience of trauma. Psychological trauma is a person's emotional response to an extremely negative experience, such as suffering life-threatening danger, injury, or abuse; witnessing the death or abuse of others; or losing a colleague in the line of duty. In the moment, trauma leads to an involuntary physical reaction: tunnel vision, tunnel hearing, shaking hands, knots in the stomach, and sometimes short-term amnesia.

Most people who go through a traumatic incident recover, but over the long term some can develop serious conditions like PTSD and depression. Below are some descriptions of the aftermath of trauma, before the officers got treatment.

When I got back to work after two months of medical leave, the chief called me into his office. The chief was a

World War II vet, and his whole office was a memorial to World War II. He said, "I always like to talk to someone who has tasted a bit of the lead. You hear about these doctors, but you don't need doctors. You just need to suck it up."

So I did. I sucked it up for about two years. I was paranoid on calls. I was hypersensitive. It got so bad that once an elderly man asked me to unlock his car for him, and I made him stand 50 feet away. I couldn't sleep. Once, my wife moved in her sleep, and I jumped up on top of her and grabbed her by the throat. When a new chief came in, I decided I couldn't take it anymore. I told him I needed help, that I had to go see someone. He took my gun and badge away for seven months. --John Edwards, Chief of Police, Oak Creek, WI, describing how he coped with undiagnosed PTSD after being shot in the line of duty

I started feeling worthless. I had lots of nightmares, waking up in cold sweats. I started thinking about the baby that died, and all the other stuff came up too: the horrible crashes I've seen, the victims of sexual abuse, the victims of robbery, the bad guys, the friends who died in the line of duty. I thought, "I don't want to be a cop anymore because this line of work sucks." One night, it hit me: This job is not for me; I'm failing really fast. I tried to fight the thoughts, but I felt like I was drowning. I attempted suicide twice that night. --Sgt. Mark DiBona

Trauma can affect people secondhand – like cops or health care workers who work with victims of violence. Trauma can even affect spouses of law enforcement officers, who know that their loved ones experienced life-threatening danger, or who learn about the details of violence:

A year after the shooting, I was mentally and emotionally not functioning, almost to the point of not getting out

¹ Violanti, JM, Fekedulegn D, Charles LE, Andrew ME, Hartley TA, Mnatsakanova A, Burchfield CM (2009). Suicide in Police Work: Exploring Potential Contributing Influences. *American Journal of Criminal Justice*, 34, 41-53.

² Violanti, JM, Mnatsakanova A, Burchfield CM, Hartley TA, Andrew ME (2012). Police suicide in small departments: a comparative analysis. *International Journal of Emergency Mental Health*, 14(3):157-62.

³ Violanti JM (2010). Police suicide: A national comparison with fire-fighter and military personnel. *International Journal of Police Strategies & Management*, 33, 270-286. DOI 10.1108/13639511011044885.

⁴ Carlier IV, Lamberts RD and Gersons BP. (1997). Risk factors for posttraumatic stress symptomatology in police officers: A prospective analysis. *Journal of Nervous and Mental Disorders*, 185, 498-506.

⁵ Gersons BP (1989). Patterns of PTSD among police officers following shooting incidents: A two-dimensional model and treatment implications. *Journal of Traumatic Stress*, 2, 247-257

⁶ Ibid.



A mass casualty event can impact the entire community, not just victims and their families.

of bed. And even though I'm a nurse, I didn't know about trauma—I didn't know what trauma could do to a person or that there was such a thing as PTSD by association. I was so angry. I was mad at everyone and everything. I was depressed beyond belief, alone, and isolated. The first anniversary was a turning point. The media stayed away, and I realized it was going to start simmering down. I realized it was not my job to take care of Mike any longer. So I went online and googled "law enforcement spouses and trauma." -- Lori Kehoe, describing her experience with PTSD and depression after her husband, Chief Michael Kehoe, responded to the Sandy Hook Elementary School shooting.

Fortunately, all of these individuals received appropriate treatment and support and subsequently returned to their normal lives. Most people who are diagnosed and receive appropriate treatment for a mental health condition can improve and recover. There is still a lot to learn about how mental health conditions affect law enforcement officers, but it's clear that this issue urgently needs the attention of law enforcement executives and officers.

The National Alliance on Mental Illness's (NAMI) Project on Safeguarding Officer Mental Health Before and After Mass Casualty Incidents

A new guide released in 2016 moves the conversation about officer mental health forward. Preparing for the Unimaginable: How chiefs can safeguard officer mental health before and after mass casualty events, released by the National Alliance on Mental Illness (NAMI) with support from the Office of Community Oriented Policing Services (COPS Office) describes the challenges facing chiefs managing these events. The guide was developed after the COPS Office approached NAMI to provide assistance to the Newtown Police Department in the aftermath of the Sandy Hook Elementary School shooting. Newtown police chief Michael Kehoe identified the urgent need for a lessons learned guide – a playbook for chiefs on managing mass casualty incidents with particular emphasis on protecting and supporting officer mental health.

Together, Chief Kehoe and NAMI hosted an expert advisory group meeting, bringing together chiefs who had experienced high-profile mass casualty incidents, as well as mental health clinicians that had supported them through these incidents. The meeting included Chief Kehoe; Chief Marc Montminy from Manchester, Connecticut, who managed the response to the Hartford Distributors workplace shooting in 2010; Chief John Edwards of Oak Creek, Wisconsin, who managed the response to the Sikh Temple of Wisconsin shooting; and Chief Daniel Oates of Miami Beach, Florida, formerly the chief in Aurora, Colorado, during the Aurora Century 16 movie theater shooting. The chiefs were joined by John Nicoletti, PhD, a police psychologist who supported the Aurora Police Department after the theater shooting, and has consulted on numerous other mass casualty incidents, and Jim Rascati, LCSW, who provided mental health support after the Hartford Distributors shooting and the Sandy Hook shooting. This was the first such meeting to focus on lessons learned about officer mental health during these incidents.

NAMI also worked closely with the International Association for Chiefs of Police's (IACP) Center for



Working in law enforcement exposes officers to far more abuse, injury and death than the average citizen. As a result, many officers struggle with alcoholism, post-traumatic stress disorder (PTSD), and depression.

Officer Safety and Wellness for advice on best practices in officer mental health, and consulted with numerous law enforcement officers, leaders, experts in mental health, trauma, and media relationship. NAMI received feedback on the work in progress from IACP's Police Psychologists and from the American Psychological Association's Division 18 Section for Police and Public Safety.

Lessons Learned From Chiefs Who Experienced Mass Casualty Incidents

The most important lesson learned about officer mental health after a mass casualty incident is that there are things chiefs can do now to strengthen their agencies, build resiliency, and prepare for an incident. Building resiliency will benefit any agency --whether or not it is ever involved in a mass casualty incident. The chiefs said that the first step was raising awareness of the array of challenges associated with a mass casualty incident, and how those impact officer mental health.

The scope of the impact is larger than expected.

A mass casualty event can impact the entire community, not just victims and their families. It affects all agency personnel, including officers who were not on the scene and civilian employees. Officers whose lives were endangered, who witnessed death and injury and who processed the scene may have the most trauma exposure. But, chiefs were surprised at the impact on dispatchers,

victim advocates, officers who assisted the families of victims, and even officers who were on vacation. Those who were not at the scene may have feared for the safety of their colleagues, been overwhelmed by picking up the slack on other calls, felt guilty that their contribution was not enough, or been reminded of a previous critical incident in which they were more directly involved.

In the aftermath of an event, there may be dozens or hundreds of offers to provide psychological support to survivors, families, and first responders. Chiefs often could not sift through these offers to identify those that would meet the needs of officers and the community, leaving them unable to quickly provide mental health supports to officers, despite the array of resources. For this and many other reasons, they advised that law enforcement agencies assign a mental health incident commander. This individual prepares for the psychological impact of a mass casualty incident, and serves as the point person before and after the incident.

Beyond the psychological impact, the impact on the community is pervasive. VIPs might visit to support grieving families, media representatives will come to report, and well-wishers and self-deployed responders will come, but often have little to offer in the way of practical assistance. Makeshift memorials, candlelight vigils, and later commemorations, will become a regular occurrence. The community's sense of safety will be disrupted, especially if the event occurred in a school, church, or other community center. All of this upheaval makes it difficult for officers to recover – there is not enough time, and there are constant reminders of the tragedy.

The duration of the aftermath is larger than expected.

The duration of the aftermath was also unexpected. Media representatives might be in a community for days or weeks. Out of town visitors might come to grieve and provide support, leaving the city with weeks of clean-up. Gifts and mail arrive for weeks or months afterwards, leaving the community with a massive job of sorting donations, ensuring families receive letters of condolence, and screening out threats. In some communities, threats against chiefs, officers, survivors, and others in the community continue for years after the event.

Steps Chiefs Can Take Today to Build a More Resilient Agency

Law enforcement leaders can take proactive steps to build a more resilient agency in order to help prevent mental health problems and address those that occur more effectively.

1. *Take a personal interest in officer wellness: Chiefs do not need to become experts in mental health, but they can show that officer wellness is a priority by taking a personal interest. Simple actions like checking in with officers in-person after a critical incident, keeping an open door policy, and instructing command staff and supervisors to look after officers' wellbeing can make a big difference. Also, by speaking openly about mental well-being, chiefs set an example and empower their officers to support each other.*
2. *Form a workgroup on officer wellness. Working with command staff, supervisors, union leadership, and mental health providers, chiefs can decide what sorts of wellness supports officers need, such as education and training or an annual wellness check. While it may seem more expedient to implement an array of effective programs, it is important to start a dialogue and listen carefully to officers' concerns.*
3. *Support the creation of an officer peer support program. Many officers are more comfortable talking to a fellow officer than with a mental health professional about stressful or traumatic situations. By supporting the creation of an officer peer support program, chiefs can help ensure that officers get support quickly from someone they trust. And, by working with a mental health professional, peer support officers can help identify and refer an officer who needs more intensive services.*
4. *Find the right mental health service providers to support your officers. Work with your employee assistance provider or community mental health providers to find professionals who understand law enforcement culture and are familiar with trauma. It is absolutely key that these professionals gain officers' trust, so ensure that there are clear guidelines about how information from mental health professionals affiliated with your city or your department will be shared. To build trust and give officers more easy access, integrate these professionals into your agency's day-to-day operations through officer training, wellness education programs, ride-alongs, and other events.*
5. *Review your policy and procedure around psychological services. Policies should ensure that a mental health professional, peer support officer, or supervisor checks on the mental wellbeing of any officer involved in a critical incident. Support should be available at any time, not just in the immediate aftermath of a critical incident, and agency policy should encourage officers to take advantage of natural supports (e.g. family and friends) and coping strategies (e.g., rest, healthy diet and exercise). Avoid using rigidly-scripted, mandatory group meetings that might require officers to relive a traumatic incident if they are not ready.*

Specifically, to prepare for a mass casualty event, chiefs can:

1. *Assign a mental health incident commander: This person will help implement mental wellness programs, evaluate policies related to psychological services and serve as your mental health incident commander in a critical incident.*
2. *Build close partnerships with first responder agencies and other leaders in your community. Build close ties with community leaders, first responder agencies, faith groups, local media, schools, and major employers. Working together effectively will be the key to resilience for your entire community in case a rare, but catastrophic, incident occurs—such as a natural disaster or mass shooting. In the absence of a pre-existing agreement and relationship, multiple agencies responding to an incident can work at odds to each other, causing added stress and potentially endangering victims. Chiefs from neighboring law enforcement agencies can also make agreements about how to support each other personally, so that they can bring command and control to an incident with their presence.*
3. *Make a regional or statewide plan to coordinate officer mental health services. Most law enforcement agencies do not have adequate mental health services or peer support officers to manage the aftermath of a mass casualty incident. Chiefs can work with neighboring first responder agencies to identify a large agency with a police psychologist on staff, or a peer support program, and make agreements about how those resources might be shared in the event of a mass casualty incident.*

The mental health impact also stretches across years. People are often diagnosed with PTSD years after a traumatic event, and officers are no exception. In the meantime, alcohol abuse, marital, and depression can have an impact on officers who are struggling without needed assistance.

Officers can be traumatized and stressed many times over.

The stress that officers experience after an incident is not just from the traumatic event. It is also from the overwhelming workload, the constant reminders of the event, and the feeling that sometimes the things that they are doing are not important, such as providing security for a visiting VIP or managing crowd control at a charity run. Many officers felt such a commitment to serving the community that they worked overtime and would not take time off—leaving them with little time to decompress.

Stress can also come from the perception—real or not—that fellow officers and command staff don't have their backs. Officers might hear a supervisor say, "you've got to forget about it" or "just suck it up" and conclude that they are weak, or that they will be dismissed if they are struggling with a mental health issue.

Conflict and tension are common.

Within the agency, or among first responder agencies, conflict is very common. A shared traumatic event



Media scrutiny put agencies and sometimes individual officers under a microscope, and news reports were constant reminders of the trauma that officers have experienced.

doesn't necessarily unite an agency – to the contrary, it can exacerbate any pre-existing tensions. Some officers may feel like they deserve special thanks or recognition for their involvement in the incident, and resent if others share the praise. Officers may criticize one another for taking time off, suggesting that some officers are taking advantage of the situation. Agencies can be flooded with food, money, baseball tickets and other gifts, leaving officers resentful if someone gets more than their perceived fair share. Anger and resentment flare up towards the chief and command staff for heavy workloads and overtime.

Also, pre-existing rivalries or lack of coordination during the incident response can lead to lasting anger between first responder agencies. One agency's response may be considered lacking, or the cause of additional danger to victims or officers.

The "hero" label is unwelcome.

Officers expect and deserve thanks for their work in responding to a mass casualty incident; however, they often don't want to be labeled as heroes. They may feel guilty or unworthy because they felt they made a mistake, or there were others who died. Being honored in a flashy, high-profile ceremony only makes those feelings worse. There is no one-size-fits-all approach that works for every agency or every officer, but chiefs cautioned against making a quick decision that is driven by the community's need for heroes, rather than the officer's best interests.

The impact of media cannot be overstated.

Incidents vary, and the ones highlighted in this guide are particularly high-profile, but one lesson chiefs emphasized is that the incident rewrote the rules of engagement with the media. Media interest may come from national or international outlets, and can be pervasive. Chiefs spoke of misbehavior and misinformation from representatives of the media, of streets so blocked with media trucks that residents couldn't get through their own community, and of requests for interviews on national television within hours of the event.

Agencies were flooded with an overwhelming number of Freedom of Information Act Requests. Media scrutiny put agencies and sometimes individual officers under a

microscope, and news reports were constant reminders of the trauma that officers have experienced. The survivors, families of victims, and officers would become frustrated when new reports would cite “sources within the police department” for incomplete or inaccurate information. Officers came to dread the return of the media storm when the anniversary or trial brought the event back to the public’s attention. The presence of media can make it hard for the community and the officers to recover.

To deal with this challenge, chiefs can put in place a media plan in advance, with a blanket statement, a single point of contact, and a designated media briefing area. Most importantly, chiefs can deal proactively, rather than reactively, with the media – providing frequent updates, even if there’s nothing new to share, developing their own talking points and asking for the media’s assistance in getting out important information. By managing the media, rather than reacting, chiefs can help insulate their communities from misbehavior and mitigate the impact on officers. In addition, to support the community, agencies can notify survivors, families of victims, and officers when relevant information will be released to the media.

Chiefs face a leadership challenge.

For chiefs, a mass casualty incident may be the most challenging event of their career. Managing the volume of responsibilities can be overwhelming and require significant support and delegation. In addition to managing the investigation, agencies may be responsible for increased security in public places, traffic and crowd control, the logistics of funerals, security for visiting dignitaries, support to families of victims, and numerous other responsibilities.

Chiefs may become the focus of anger or resentment when the overwhelming demands on the agency mean that officers have to work overtime. And chiefs will be in the unenviable position of mediating conflicts with other agencies, or among officers. All the while, they may be concerned for the well-being of officers but unsure of how to connect officers to the right kind of mental health support.

Chiefs are not immune to the experience of trauma, and just like officers, may experience a variety of reactions. In the face of media scrutiny and with an increased workload, chiefs are under pressure to maintain control. In these situations, it is vitally important that chiefs get support from their neighboring agencies, and get personal

How to Assist a Fellow Officer After a Critical Incident

A mental health professional, supervisor, or fellow officer should check in as soon as possible with any officer who has been involved in a traumatic incident. This conversation can be brief and doesn’t require any specialized training—just common sense and genuine concern. Here are some steps to take include:

1. *Ensure the officer’s safety. Make sure that the officer is safe and uninjured. If the immediate threat has passed, this may be obvious, but it is generally best to ask if he or she needs medical care and to provide reassurance of safety.*
2. *Provide practical assistance. The officer may need food, water, a ride home, or a call to a family member.*
3. *Offer to talk. Let the officer know you are available to listen. For example, say, “That was an awful situation. I’m sorry you had to go through it. Do you want to talk?” If he or she does not want to talk, don’t be surprised and don’t push it.*
4. *Listen attentively. Some people will want to talk through what they experienced and others will not. Do not worry about fixing the problem, and do not feel like you need to ask detailed follow-up questions.*
5. *Reassure. If the officer seems upset, reassure him or her that whatever reaction they are having is normal. You can also offer a hug. If they feel fine, that’s also okay. For example, you could say, “There’s nothing wrong with you. You are having a normal reaction to an abnormal situation.”*
6. *Make sure the officer gets home safely and leave a number to call. Before you leave, give the officer your phone number or the number of a 24-hour helpline—somewhere they can call day or night.*

support from family, friends, or other chiefs. Chiefs said, of all the self-deployed responders, fellow chiefs were the most helpful. They could trust a fellow chief to take control of tasks, provide personal support, and provide a voice of leadership when the chief is not the room.

Conclusion

The experience of chiefs who have endured mass casualty events emphasizes the need for careful planning to address officer mental health concerns. All officers face some trauma and mental health impact in the course of their day-to-day work, so it is important to be proactive about wellness supports, whether or not an agency anticipates ever experiencing a mass casualty incident.

To learn more about this important work, and to read the guide, visit www.nami.org/lawenforcement.

**Dos and Don'ts
for Supporting a Fellow Officer**

DO

- *Listen carefully.*
- *Be patient and sit with him or her for a few minutes.*
- *Encourage him or her to go home, get some sleep, eat, or call a friend.*
- *Leave if asked to, but make sure to leave behind a phone number in case they want to talk later.*

DON'T

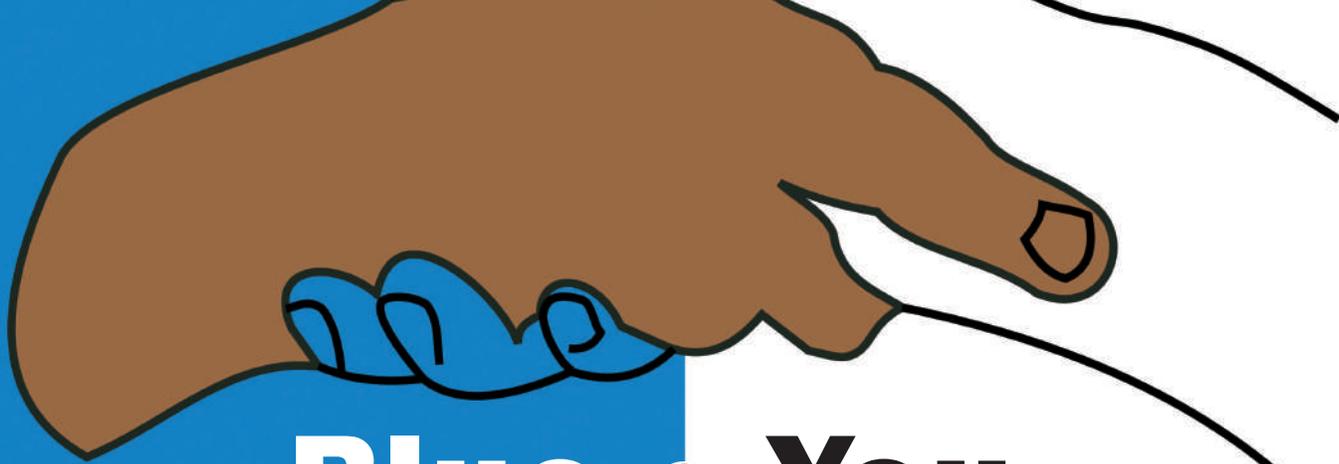
- *Tell him or her to suck it up and get back to work.*
- *Ask for details of the incident to satisfy your curiosity.*
- *Get side-tracked telling a story about your own experience.*



Laura Usher is the senior manager, criminal justice and advocacy with the National Alliance on Mental Illness (NAMI). She leads NAMI's initiative promoting engagement in mental health services and advocates for NAMI's criminal justice priorities, including reforms to policing, jails and reentry to better serve people with mental illness involved in the justice system. Previously, she served for eight years as NAMI's program manager for crisis intervention teams, assisting law enforcement agencies nationwide in improving responses to people in the community experiencing mental health crises. She is the co-author of several reports, including Engagement: A New Standard for Mental Health Care; Responding to Youth with Mental Health Needs: A CIT for Youth Implementation Manual; Grading the States 2009: A Report on America's Health Care System for Adults with Serious Mental Illness, and State Mental Health Cuts: The Continuing Crisis.



Michael Kehoe retired as chief of police from the Newtown, CT Police in 2016. He is best known for managing the aftermath of the 2012 Sandy Hook Elementary School shooting. He joined the department in 1978 and was named chief in 2001. He has served as president of the Fairfield County's Chiefs of Police Association and served on the board of directors of the Connecticut Police Chiefs Association as vice president. He held positions as board co-chair of the Newtown Prevention Council and member of the supervisory board of the Multi-disciplinary Investigation Team of Greater Danbury, which coordinates the activities of agencies involved in the investigation of criminal-level child abuse cases. He also served as chairman of the Statewide Narcotics Task Force Policy Board and is a member of the Connecticut Coalition for Drug Endangered Children. He holds a master's degree in business administration from Rensselaer Polytechnic Institute and a bachelor's degree in criminal justice administration from Western Connecticut State University. Additionally, he graduated from the FBI's Law Enforcement Executive Development Program and from the LACP National Law Enforcement Leadership Institute on Violence Against Women.



Blue & You

Youth-Led Police-Community Forum:

“An Overview of a Community Conversation”

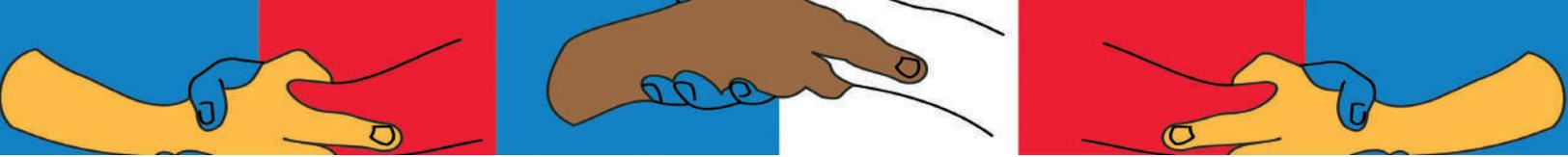
By Dr. Brian N. Williams

Editor's Note: At FLETC's Summit on Trending Issues in Policing, Dr. Williams delivered a presentation on meaningful police and community dialogues, and how law enforcement can learn from past instances of unrest. He discussed the coproduction of public safety and public order, noting the value of being proactive in a coactive way, rather than reactive.

Introduction

Recent Gallup data paint a contrasting picture that is in “black” and “white.” This public portrait of contemporary American society highlights that police-community relations in the United States is in a precarious state. As a result of high profile incidents of negative police-citizen encounters, many law enforcement agencies across the nation are dealing with a “blue suit generalization phenomenon,” an occurrence when segments of the public paint the profession of policing and police officers with dark, brooding strokes (Williams, 1998). These local encounters, which have resulted in the deaths of unarmed citizens as well as police officers, have often been captured and transmitted nationally and globally by the technology of our information society, thus impacting public trust and public confidence.

In many minority and historically marginalized communities, these incidents are reminders of the dark, desolate, and discriminatory days of old. As a consequence, the historical narrative of the coercive “power-over” approach to public safety and public order seems to be the modus operandi and contradicts the co-active or “power-with” approach to community well-being that the public now expects (Follett, 1918). These perceptual realities are counterproductive to current efforts to utilize the public as partners, co-creators, co-designers, co-deliverers, or collaborators in the co-production of public safety and public order (Thomas, 2012; Williams, Kang and Johnson, 2016).



Confidence in Police by Race and Place

Confidence in Police by Race and Place of Residence

Figures are percentages saying they have a great deal or quite a lot of confidence in the police.

	All Americans	Non-Hispanic Whites	Non-Hispanic Blacks	Hispanic
	%	%	%	%
Total	57	61	34	57
Live in Urban Area	54	62	26	54
Live in Non-Urban Area	58	60	38	59

2006 - 2014 aggregated data
GALLUP

Public Perception of Police Treatment of Racial Minorities

Fair and Unfair Treatment by the Police

How would you say local police in your area treat racial minorities including blacks -- very fairly, fairly, unfairly (or) very unfairly?

	% Very Fairly	% Fairly	% Unfairly	% Very Unfairly
National Total	23	50	20	5
Non-Hispanic Whites	29	49	16	3
Blacks	8	44	33	15
Hispanic	15	56	23	6

June 15 - July 10, 2015
GALLUP



Co-Production of Public Services to Address Wicked and Super Wicked Problems

Co-production refers to the active involvement of citizens (or users), non-governmental organizations, and institutions with public sector agencies and professionals in the design or creation and delivery of services. This approach is more co-active in nature, and less dependent on the reactive and proactive tendencies that have dominated the public service delivery landscape, in general, and the delivery of police services, in particular. As a cooperative, coordinated and collaborative approach, co-production reflects an alternative arrangement to enhance the efficiency and effectiveness of producing and distributing needed services. This arrangement encourages an expanded role for non-profits, private firms, informal communal organizations, and citizens to play in assisting public sector organizations and their professionals in the design and delivery of public services. Yet, the challenges, impediments, and obstacles described in the preceding paragraphs limit the effectiveness of law enforcement in attracting and assembling the needed partners or co-creators and co-delivers of public services – individuals, communities, institutions, and organizations – to understand and address wicked and super wicked problems that they face on a local to global scale.

Law enforcement agencies and their agents have order maintenance and social regulation functions to enforce laws that suppress offensive behavior. These functions are extremely challenging in today's "wicked" and "super wicked" problem environment of law enforcement. Wicked problems reflect those issues that defy clear resolutions due to the immensity of interdependencies, complexities, and uncertainties, as well as the increasing and often inherent conflicts among stakeholders (Rittel and Webber, 1973). On the local level, a wicked problem like combating opioid addiction is difficult for law enforcement to completely understand and address. When a problem advances in scale and scope and goes from local to global – like sex trafficking – this issue becomes a 'super wicked problem' and is exponentially more

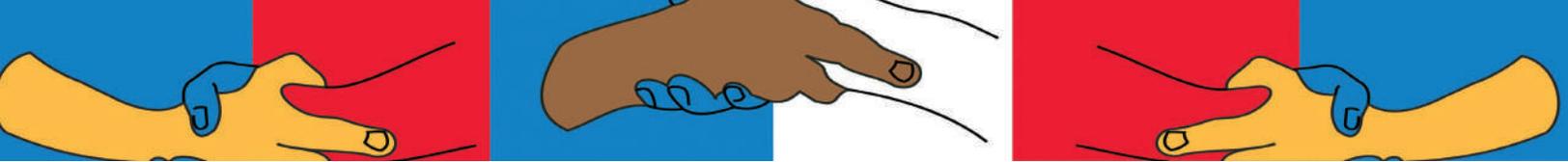
difficult to appreciate and mitigate (Lazarus, 2010). The capability of law enforcement agencies to fully understand much less solve local wicked problems as well as global super wicked ones on their own has proven to be overwhelming and is a mission that is impossible without the support and assistance of others in the co-production of public safety and public order.

From this backdrop, the Blue & You, Youth-Led Police-Community Forum was conceived, co-designed, and co-delivered. The paragraphs below provide a synopsis of the co-creative and co-productive aspects of the Forum.

The Blue & You Police-Community Forum

The Background

In light of the high profile negative incidents between unarmed citizens and police, an opportunity was present to leverage the national conversation on the current state of police-community relations to identify opportunities to enhance the local relationship between the public and the police. An asset-based approach to community development (Cunningham & Mathie, 2002) was used to identify assets – those local public and non-profit organizations who could assist in co-creating and co-delivering a meaningful dialogue or community conversation. Four local non-profit organizations, all who serve minority youth, agreed to participate as co-convening youth development organizations: the Boys & Girls Club of Athens, Chess and Community, Delta Psi Boulé of Sigma Pi Phi Fraternity, Inc., and Flanigan's Portrait Studio. These non-profit organizations were joined by four local law enforcement agencies: Athens-Clarke County Police Department, Clarke County Sheriffs Office, Clarke School District Police Department, and the University of Georgia Police Department. These co-convening organizations and agencies were supplemented by three additional facilitating organizations or institutions: the University of Georgia's J. W. Fanning Institute for Leadership Development – a unit of a state agency; Community Connections of Northeast Georgia – a regional non-

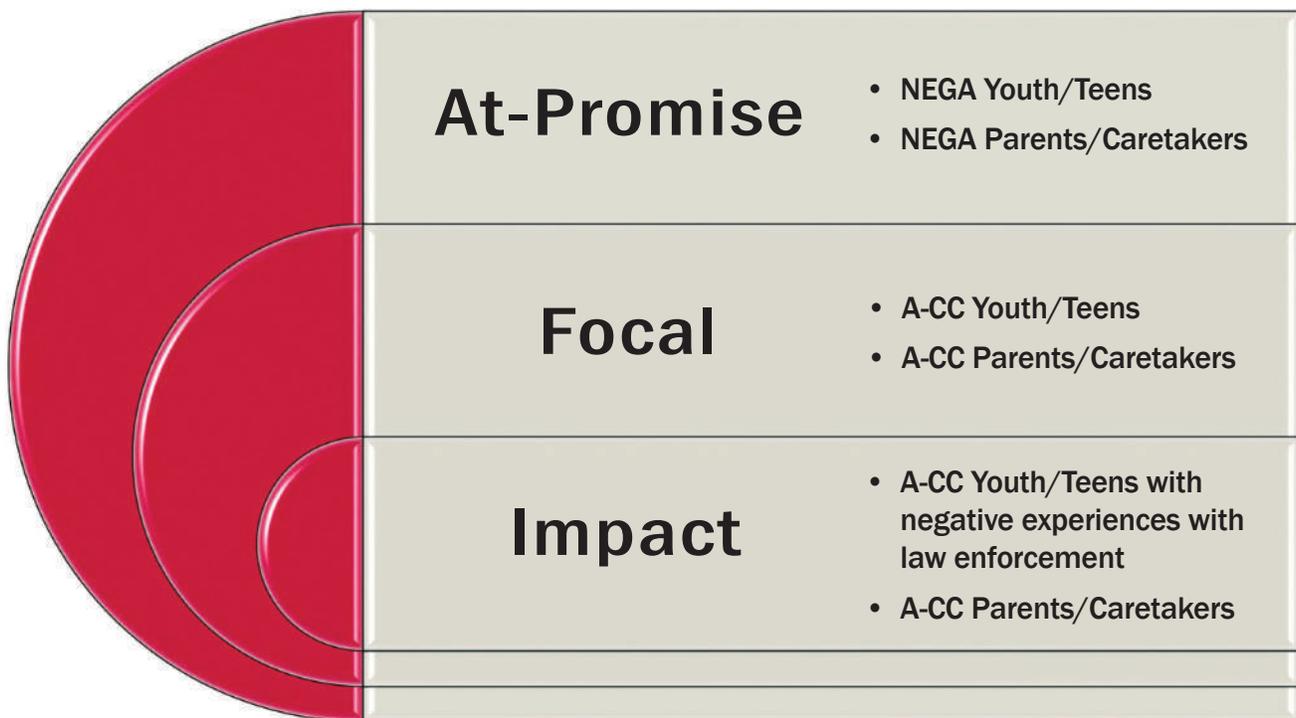


profit; and Sigma Pi Phi Fraternity’s Grand Commission on Young African-American Males – a commission within a national, fraternal/philanthropic organization.

These organizations and institutions reached consensus on targeting three “purposeful populations:”

- The “at–promise” population of (as opposed to what is commonly viewed as “at-risk”) youth, teens, their parents/guardians, and caretakers from the Northeast region of the state of Georgia;
- The “focal” population of youth, teens, their parents/guardians, and caretakers from Athens-Clarke County, Georgia; and
- The “impact” population of youth and teens, their parents/guardian, and caretakers who have had negative encounters with the police.

Blue & You Forum: Purposeful Populations



UNIVERSITY OF GEORGIA

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With these populations in mind, the convening and facilitating organizations developed and agreed upon the following goal: “To enhance understanding, improve communications, and encourage a better working relationship between youth and teens of our community with local law enforcement agencies” in an effort “to humanize the other.”



Perspective Taking

A primary source of conflict in terms of police-community relations is the innate inability for a person to see and appreciate things from the perspectives of others. The Blue & You Forum was developed to leverage perspective taking as a strategy to improve empathy and lessen social conflict, thereby strengthening relationships between the public and the police. In particular, it utilized the reflective structured dialogue approach to surface and thereby appreciate the countervailing pressures and realities when considering the perspective of self, the perspective of others, and the perspective of a neutral, third party.

Reflective Structured Dialogue

The relationship-centered, reflective structured dialogue approach to community conversations was utilized to enable participants – both members of the public and local law enforcement – to share their perspectives and experiences and to explore clarifying questions regarding their perspectives and the perspectives of others. As a constructive approach to conflict understanding and resolution, this technique was used as a cornerstone to build, sustain, and/or restore trust between the police and the community to improve collaborative efforts and actions (Herzig & Chasin, 2006). Based upon the assessment of data found in the Forum’s after action report, this approach proved to be effective in appreciating the perspectives of, and hence humanizing the other.

Conclusion

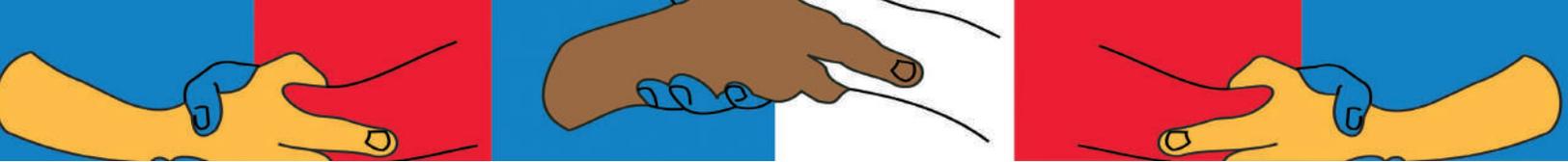
Sir Robert Peel in 1829 noted, “The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police...” (Emsley, 2014). These words of yesterday ring ever true today. Law enforcement in America faces many challenges, including public perception of excessive use of force, concerns related to transparency and accountability, and fiscal stress and budgetary constraints. These impediments are much more complex when considering the historical legacy of some demographic populations in our country who continue to be affected by the haunting specter, real or imagined, of racial inequality within the United States that some view is supported and sustained by the criminal

justice system, in general, and law enforcement, in particular. This article provides an example of how to leverage the moment to bridge the gap between segments of our community with law enforcement. It offers a blueprint of how to be proactive, in a coactive way instead

of being reactive in addressing the current divide that negatively impacts the co-production of public safety and public order. By utilizing the perspective taking approach to reflective structured dialogues, meaningful community conversations are possible that allows all participants the opportunity to learn from the past its impact on the present in order to plan for a brighter future in terms of police-community relations. From out of the darkness, light does shine when the other has been humanized.



Chief Scott Freeman of the Athens-Clarke County Police Department participates with students as part of the Blue & You opening reception and forum held last Spring in Athens, Georgia.



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Brian N. Williams is an associate professor of public administration & policy in the School of Public & International Affairs at The University of Georgia, after previous faculty appointments at Florida State University and Vanderbilt University. His research centers on issues related to demographic diversity, local law enforcement, and public governance, with special attention devoted to the co-production of public safety and public order, inclusive of how the experiences and perceptions of individuals affect the formation and functioning of working partnerships between local law enforcement agencies and community residents.

He has served as a trainer, consultant and subject matter expert with police departments or public safety related agencies and other governmental and non-governmental entities. He has published in leading journals in public administration, community psychology, education, and police studies and is the author of *Citizen Perspectives on Community Policing: A Case Study in Athens, GA* (State University of New York Press). He currently serves on the editorial board of the *Journal of Public Management & Social Policy* and has served on the editorial board of *Police Quarterly*, and as a reviewer for other academic journals and university and commercial presses.



FLETC Holds Annual Awards Ceremony

On March 8th, 2017, FLETC hosted its third Annual Awards Ceremony, recognizing FLETC staff members who exhibited superior performance and significant achievements in four general categories during calendar year 2016: Instruction, Support, Leadership, and Teamwork.

Instructor of the Year Award

A highlight of this year's awards ceremony was the official dedication of the Instructor of the Year award as the "Greg King Instructor of the Year Award," in memory of Greg King (see back cover), the recipient of the award in 2015 and an instructor who exemplified the qualities the award recognizes: extraordinary innovation, productivity, and creativity in delivery of FLETC's training mission. FLETC Director Connie Patrick commemorated the honor by presenting Shelly S. King, Greg King's widow, with a framed copy of the awards ceremony program featuring a dedication to Greg and detailing the mindset behind naming the Instructor of the Year Award in his honor.

This year Matthew Basenback from FLETC's Physical Techniques Division received the award for his leadership and dedication to the development and delivery of training in support of the White House Initiative on Active Threat Response and Tactical Medical Training. Basenback displayed professionalism, initiative, and tireless work ethic as he coordinated with numerous Partner Organizations and training divisions to successfully implement programs that supported FLETC and Department of Homeland Security priorities.

Support Staff Member of the Year Award

The FLETC Training Support Staff Member of the Year Award seeks to recognize a non-instructor employee who has demonstrated extraordinary innovation, productivity, and creativity in support of FLETC's training mission. This year, Director Patrick presented this award to Gerald E. Kinnett, a Maintenance Mechanic Supervisor in FLETC's Mission and Readiness Support Directorate. Kinnett was honored for his commitment to providing outstanding service and support to FLETC's training mission.

Leadership Award

The FLETC Leadership Award is bestowed upon an employee, regardless of grade or position, who most exemplifies or demonstrates leadership and exhibits the FLETC values of respect, integrity, service, and excellence. The 2016 recipient of this award was Deputy Assistant Director Bryan R. Lemons of the Mission and Readiness Support Directorate. Lemons distinguished himself by leading several support elements when the increased demand for training in 2016 substantially escalated the requirements for housing, dining, and transportation services on FLETC-Glynco.

Team of the Year Award

The FLETC Team of the Year Award honors the team that successfully accomplishes a significant project or assignment requiring extraordinary effort, collaboration, coordination, and support. The 2016 recipient of this award was the Blue Courage Team, made up of Glynco Training Directorate staff members Mark C. LaShell, James M. Lashley, David H. Lau, and William E. Newbauer; Centralized Training Management Directorate staff member Susan U. McIntyre; and Regional and International Training Directorate staff members Esther M. Mulligan-VanSickle, James W. Nix, Ronald V. Trujillo, Shawn M. Walker, and Yvette L. White. Together, this team instilled transformational "Blue Courage" principles and philosophy into FLETC's training. Because of the team's innovation and effort, 98% of all FLETC instructors have been exposed to the Blue Courage principles.

FLETC Dedicates Instructor of the Year Award



*Greg King pictured with FLETC
Director Connie Patrick.*

Every one of us can point to that special teacher or person who positively impacted us throughout our lives. Greg King was one of those individuals for many law enforcement officers. Dedicating the Federal Law Enforcement Training Centers' Instructor of the Year Award to him is an appropriate honor. *(See article on page 51.)*

Greg passed away on January 2, 2017, after a short battle with cancer. He served 10 years at FLETC, as a senior instructor and subject-matter-expert in the Financial Fraud and Investigative Analysis Branch in the Investigative Operations Division. Throughout his time at FLETC, he was truly the consummate professional and a true subject matter expert.

He was the program coordinator for the Case Organization and Presentation Training Program, as well as the Internet Investigations Training Program. He also assisted with the coordination of the Intelligence Analyst Training Program. Prior to joining FLETC, Greg served 27 years with the Cleveland Police Department, working patrol, narcotics, financial crimes, homicides, and intelligence. The diversity of his 37 years in law enforcement served him well, as he was able to relate to students from any organization.

His talent, skill, initiative, and contributions to the FLETC family and the countless students he influenced was unparalleled. Everyone fortunate enough to have been touched by Greg was a better person because of him. With his death, FLETC lost an outstanding colleague, a selfless servant, and a loyal friend. Greg will always be remembered.

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