

San Diego Police Chief (Ret.) William Lansdowne:

Getting a Sergeant to Critical Incidents Within 15 Minutes Reduces the Chances That Deadly Force Will Be Used

Here’s the scenario that takes place on almost every single use of deadly force across the country. It takes about 15 minutes before the shots are fired. And the persons who are going to fire those shots are your patrol officers, not your specialized people, not your specially trained people.

It goes like this. The call comes in, and it takes about four minutes for the emergency operators to gather the information and put the call out on the radio. It takes about six or seven minutes in high-risk cases for the units to get on scene. The units on scene are usually going to be two patrol officers. By the time the shots are fired, it takes less than four minutes. So if you’re going to come up with training and management and supervision strategies, then you’ve got to do those within that 15-minute time frame.

We need to start with the 9-1-1 operators, and the information they gather and the information they provide to the units responding to the call. And when I say units, I include the supervisors responding to the call. If you have a system set up within your organization that gets a supervisor to the scene early on, within the 15-minute window, your chance of having an officer-involved shooting—getting someone hurt, your officer or the person—is reduced by about 80% because they can manage the situation as a team.

The other thing we have learned is that as those officers get to the scene, if they’re going to be successful in preventing an officer use of force, they’ve got to have not only the supervision but also options available to them, whether it’s K9 units, less-lethal options like bean-bag guns, or a specialized unit that has a psychologist assigned to help manage the call. The goal should be to bring whatever resources are needed to slow the situation down and manage it. Supervisors are in the best position to make that happen.



Baltimore Commissioner Kevin Davis:

I Also Ask: “Which Supervisor Was on Scene?”

One of the first questions I ask is not only “Was there a supervisor on the scene?” but also, “Who was it?” Because the differences in the quality of supervisory response means so much. And I think it’s very important to involve the sergeants and lieutenants in the scenario-based training on use of force.



TRAINING AND TACTICS

23 *Training as teams can improve performance in the field.*

Agencies should provide in-service training on critical decision-making, de-escalation, and use of force to teams of officers at the same time. When officers who work together on a daily basis train together, coordination and consistency in tactics increase, and the likelihood of undesirable outcomes during critical incidents decreases. Recognizing that this approach may increase costs and disrupt scheduling, agencies should consider alternative arrangements to traditional, day-long in-service training classes—for example, by bringing in a team of officers for a few hours of training several times a year. If training as teams is not feasible, agencies should at least ensure standardization in their policies and training so that all officers are receiving the same information.

Houston Executive Assistant Police Chief George Buenik:

*Just Like SWAT, Tactical, and Narcotics Officers,
Our Patrol Officers Should Train as Teams*

Everyone knows that SWAT trains as a team, and in Houston, each station has a Tactical Team that trains as a team, and our Narcotics Division obviously trains as a team. We're also looking at putting together teams of patrol officers—men and women who work the streets every day, who will be first responders to these situations with the people with knives.



TRAINING AND TACTICS

24 *Scenario-based training should be prevalent, challenging, and realistic.*

In both recruit and in-service programs, agencies should provide use-of-force training that utilizes realistic and challenging scenarios that officers are likely to encounter in the field. Scenarios should be based on real-life situations and utilize encounters that officers in the agency have recently faced. Scenarios should go beyond the traditional “shoot-don’t shoot” decision-making, and instead provide for a variety of possible outcomes, including some in which communication, de-escalation, and use of less-lethal options are most appropriate. Scenario-based training focused on decision-making should be integrated with officers’ regular requalification on their firearms and less-lethal equipment.

Dallas Deputy Police Chief Jeff Cotner:

We Are Creating Less-Lethal Teams Throughout Patrol To Handle These Situations

We are looking to create less-lethal teams throughout the entire Patrol Division, 24/7/365. In a sense, they will be patrol “SWAT members” who are authorized to do less-lethal. We are developing a protocol right now in which we want to get the guns out of the hands of the patrol officers on scene, get the guns back in the holsters, and let these disciplined officers take over the problem. We’re in the process of procuring 40-mm launchers that will fire a sponge round at an individual; it’s a less-lethal option. We’re looking at buying over 100 of them.

Wexler: How is this going over with officers?

Chief Cotner: I think we all share this, that our training in the past has taught our officers to put the gun in their hand, versus looking to assess and see if there are other options.

We’ve begun to do this in our recertification training, which is 40 hours. We train on procedural justice, legitimacy, and we have a lot of what has been discussed here about emotional intelligence, de-escalation, CIT training, and then our reality-based training, and the last day we go to the pistol range. **But as Commissioner Ramsey suggested we should do, we’re not moving forward toward the targets, we’re going to be backing away from the targets. We’re trying to instill, at every appropriate opportunity, de-escalation, distance, and moving away from the target.**



Guiding Principles: Equipment

EQUIPMENT

25 **Officers need *access to and training in less-lethal options.***

Patrol officers should be given access to, and regular training in, an appropriate range of less-lethal weapons and equipment to support their critical decision-making and de-escalation efforts. Personnel specially trained in mental health issues should be issued and trained in the full range of less-lethal options offered by the agency.

Miami Beach, FL Police Chief Daniel Oates:

A Police Shooting of a Bank Robber In My City Was Captured on Video

As a new chief, I've been dealing with one of these shootings.⁶⁸ It involved a career bank robber who had just spent 12 years in jail in Pennsylvania. He was returned to a halfway house in Miami, which is where his last bank robbery had been committed, and he was there only two days before he escaped and came to my town, where he tried unsuccessfully to rob a bank. Then he went into a barber shop, terrorized the people inside, fled into a back room, locked the door, grabbed a straight-edge razor, and came outside. There was 10 minutes of dialogue between him and the officers, that ends with him being shot.

I still have to render judgment, but a number of issues have come out of this incident that I can mention. I learned that most police agencies in South Florida do not have less-lethal long guns, which can be very effective in allowing officers to keep a distance from a person. We will be acquiring those weapons. I've also had a conversation with my K-9 folks—not that you would necessarily send a dog in on this person—but a dog can be a tremendous distraction.

I have some work to do to recover from this. We sent one of our people to the PERF meetings in Scotland. We're exploring and we're partnering with PERF on this.



EQUIPMENT

26 *Agencies should consider new options for chemical spray.*

Agencies should evaluate their current policies and practices on the use of chemical spray, and consider alternatives that address officers' concerns over cross-contamination and flammability. In the United Kingdom, some agencies are now using PAVA spray (pelargonic acid vanillylamide). Unlike traditional CS or OC sprays, PAVA has a concentrated stream that is more accurate, minimizes cross-contamination, and is not flammable (meaning it can be used in conjunction with an Electronic Control Weapon). While PAVA is not currently available in the United States, agencies should research and evaluate alternative products that provide some of the same features and benefits.

68. "Alleged bank robber shot and killed by Miami Beach police on Alton Road." Miami Herald, December 5, 2015. <http://www.miamiherald.com/news/local/community/miami-dade/miami-beach/article48175540.html>

Addressing Shortcomings with Chemical Sprays

PERF chiefs and others have noted that while most U.S. police officers carry chemical spray, they use that less-lethal option infrequently—certainly much less often than officers in other countries, such as the United Kingdom, which has had better experiences with sprays. Specifically, American officers have noted a number of issues with traditional OC and CS spray, including the following:

- Cross-contamination, especially of fellow officers on the scene
- Lack of accuracy, especially in windy or other challenging conditions
- Lack of range—the distance at which the spray is effective
- Flammability, precluding the use of spray in conjunction with Electronic Control Weapons.

Some manufacturers and suppliers of chemical sprays to U.S. police agencies are beginning to develop new products that address these concerns. In order to provide their officers with a wide range of effective, less-lethal options, agencies should research product options to identify the most effective chemical spray. The goal should be to provide and train officers with a less-lethal option that is effective and that the officers will feel confident in using.

EQUIPMENT

27 An ECW deployment that is not effective does not mean that officers should automatically move to their firearms.

Agencies should ensure that their policies, training, and procedures around the use of Electronic Control Weapons (ECWs) are consistent with the 53 guidelines released by PERF and the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS) in 2011.⁶⁹

Accounts of fatal police shootings often state that “the officer tried an ECW, it had no effect, and so the officer then used a firearm.” This is an inappropriate way to view force options. ECWs often do not work because the subject is wearing heavy clothing or for many other reasons. An ECW deployment that is not effective does not mean officers should automatically move to their firearms. Under the Critical Decision-Making Model, an ineffective ECW deployment should prompt officers to re-assess the situation and the current status of the threat, and to take appropriate, proportional actions. In some cases, that may mean tactically repositioning, getting together as a team, and assessing different options.

69. 2011 Electronic Control Weapon Guidelines. http://www.policeforum.org/assets/docs/Free_Online_Documents/Use_of_Force/electronic%20control%20weapon%20guidelines%202011.pdf

EQUIPMENT

28

Personal protection shields enhance officer safety and may support de-escalation efforts during critical incidents, including situations involving persons with knives, baseball bats, or other improvised weapons that are not firearms.

Agencies should acquire personal protection shields for use by patrol officers and others in managing some critical incidents. Officers with access to personal protection shields should be adequately trained on how to use the shields both individually and as part of a team operation.



NYPD Deputy Inspector Matthew Galvin and NYPD Emergency Service Unit Lieutenant Sean Patterson demonstrate lightweight acrylic shields

Guiding Principles: Information Exchange

INFORMATION EXCHANGE

29

Well trained call-takers and dispatchers are essential to the police response to critical incidents.

A number of controversial uses of force by police have stemmed from failures of call-takers and dispatchers to obtain, or relay to responding officers, critically important information about the nature of the incident.

Agencies should ensure that call-takers and dispatchers receive thorough, hands-on training to support the police response to critical incidents that may involve the use of force. This training should include dealing with persons with mental illness (including communicating with family members and agency protocols), crisis communications, use-of-force policy, and de-escalation strategies. As part of their training, call-takers and dispatchers should take part in ride-alongs with patrol officers and specialized units, and they should actively participate in the agency's mental health training programs.

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Tamir Rice Case Illustrates Tragic Consequences Of Breakdown in Communications

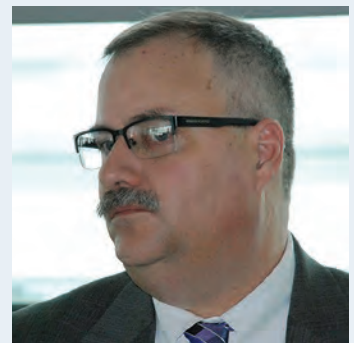
On November 12, 2014, a caller to Cleveland’s 9-1-1 center reported seeing a person outside Cudell Recreation Center pulling a pistol in and out of his pants and pointing it at people. The caller added that the weapon was “probably fake” and the person was “probably a juvenile.” However, the call-taker failed to electronically relay those two pieces of information to the police dispatcher, who in turn advised the responding officers of the “man with a gun” report without the crucial qualifiers. Within seconds of arriving on the scene, Officer Timothy Loehmann shot and killed 12-year-old Tamir Rice, thinking he had a real gun. Instead, as the caller to 9-1-1 had suggested, Tamir was in possession of an airsoft pellet gun with its orange safety tip removed.

Thirteen months later, in announcing that Officer Loehmann and his training officer, Frank Garmback, would not be charged in connection with the Rice killing, Cuyahoga County Prosecutor Timothy McGinty said the police communications errors were “substantial, contributing factors” to the shooting. “Had the officers been aware of these qualifiers, the training officer who was driving might have approached the scene with less urgency,” McGinty said. “Lives may not have been put at stake.”⁷⁰

Denver Deputy Police Chief Matthew Murray:

Call-Takers and Dispatchers Need CIT Training, So Everyone Is Speaking the Same Language

All of our call-takers especially, not just dispatchers, go through our 40-hour CIT training, and it’s especially tailored to them. I think that’s very beneficial because the call-takers and dispatchers are speaking the same language as the officers who have had CIT training.



70. “Errors by police radio worker ‘significant’ factor in fatal shooting of Tamir Rice, prosecutor says.” Cleveland Plain Dealer, Dec. 28, 2015. http://www.cleveland.com/metro/index.ssf/2015/12/errors_by_police_radio_workers.html

The Importance of Supervisors and Emergency Dispatch Personnel

St. Paul, MN Police Chief Thomas Smith has been involved in PERF's work on use-of-force issues for some time. Here, he discusses what he views as two of the most important considerations in reducing situations where deadly force is used: supervisory response and information from emergency dispatch personnel.

By Thomas Smith, Chief of Police, St. Paul, MN

After attending the PERF meeting last May,⁷¹ I traveled back home to St. Paul and met with my staff on many of the topics regarding the use of force which were discussed. One of the biggest takeaways that we discussed upon my return, with all of my senior staff agreeing on this, was to begin immediately to focus on providing more training for our officers—on slowing things down, taking tactical cover, and understanding that “distance plus cover equals time and safety.” We formulated a training curriculum and trained our entire department on this.



When supervisors arrive promptly, officers' use of force plummets

Regarding Guiding Principle #22, on ensuring a prompt supervisory response to critical incidents, the most critical thing I learned at the conference was that the research demonstrates that when supervisors show up at a scene within 7-15 minutes of an incident, police officers' use of force plummets. Maybe that's because in departments like mine, where we have so many new young officers and supervisors, having that sergeant or even a senior officer at the scene early on makes a difference.

The bottom line is, we now have supervisors *required* to respond to crisis and mental health “suicide in process” types of calls. We had one the other day, and I was so impressed as I listened to the radio and heard the sergeant responding to the call with the officers. This, I truly believe, will make a difference for our department. I am also pleased with the training we give at roll calls on mental illness-related calls and the resources our officers have with local mental health professionals.

I have met with all of our supervisors during training to stress the importance of responding to these high-risk calls, because I saw that as a gap. We have supervisors getting caught up in their day-to-day activities, especially patrol bosses, but we need them out on the street when these calls come in. That means they have to listen to the radio. I know that sounds simple, but I will bet that the majority of departments—whether they are large, medium, or small departments—have supervisors who are busy with other details during their shifts, especially the day supervisors, and they're not listening to the radios as much as a midnight sergeant would. I think this is critical to our success.

Ensuring officers have information they need from dispatchers

In addition to getting supervisors on the scene, making sure the responding officers have the information they need from dispatchers is critically important. We've all seen deadly force encounters in situations where maybe we shouldn't have even been called, or the officers had a lack of information before they got there. So we are now working with our Ramsey County mental health professionals on this critical topic and also with our Ramsey County Emergency Dispatch Center which dispatches our officers. They have a response team that can respond to many of these calls without even an officer. If there's no harm to self and the person is not threatening to hurt some other family member, we probably wouldn't be called.

71. Re-Engineering Training on Police Use of Force, 2015. <http://www.policeforum.org/assets/reengineeringtraining1.pdf>

And where they are threatening harm, we now have a protocol in place for supervisors and a CIT (Crisis Intervention Team) officer to go with. And with our Communications Center, not only are they receiving training from mental health professionals, we're also providing CIT training for our dispatchers.

A 26-year veteran of the St. Paul Police Department, Thomas Smith was appointed as Chief of Police in 2010. He is a lifelong resident of St. Paul with strong beliefs in community policing principles and a history of working with the diverse communities of St. Paul. Chief Smith is a graduate of Metropolitan State University with a degree in Public Relations, and St. Thomas University with a master's degree in Education and Leadership. Chief Smith serves as a board member for the St. Paul Police Foundation. Chief Smith announced in November 2015 that he plans to retire in 2016 when a successor is selected.

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INFORMATION EXCHANGE

30 Educate the families of persons with mental illness on communicating with call-takers.

Agencies should work with their local mental health provider community and organizations such as the National Alliance on Mental Illness (NAMI) to create outreach and education programs for the families of persons with mental illness. Specifically, agencies should instruct family members on the types of information and details they should provide when calling 9-1-1 for an incident involving their loved ones. This type of outreach can minimize any stigma family members may feel and increase their confidence in the police response. It will also help ensure that call-takers, dispatchers, and responding officers have a more complete picture of any mental health issues associated with a call for service.

**National Alliance on Mental Illness
Program Manager Laura Usher:**

*The More that Everyone Gets Educated,
The More Safely These Situations Can Be Resolved*

When families are experiencing a mental health crisis, often times the last thing they want to do is call the police. They typically are terrified, and they're desperate. The individual is in crisis, and the family might be in crisis because they aren't able to deal with whatever behavior they're seeing with their loved one. So they call 9-1-1, but they might not say all the things that are going to be most helpful and most relevant for the dispatcher to pass along to the responding officer.

One of the things that some of our NAMI affiliate organizations do—and I would say NAMI Dallas in partnership with the Dallas Police Department is one of the best—is they'll have CIT officers meet with families and talk through crisis planning. Part of that is a 9-1-1 checklist. What do you say when you call 9-1-1? The description of the person, their illness, the medications they are on, do they have a weapon, what is their past history, what triggers them, what calms them down—all of this is really vital information that can help the officer deal with that crisis situation.



We Are Using the PERF 30 to Refine Our Policies and Training

Metropolitan Nashville Police Chief Steve Anderson examines how PERF's 30 Guiding Principles on police use of force fit with the policies, procedures, and training already in place at his department. His conclusion: Except for differences in language, the department was already following the spirit of the Guiding Principles. Chief Anderson explains why this approach is important to agency operations, officer safety, and community-police relationships in Nashville.

By Steve Anderson, Metropolitan Nashville Police Chief

Having attended the recent PERF Re-Engineering Use of Force conference and being briefed by our own Deputy Chief Brian Johnson after his participation in the PERF contingent traveling to Scotland for a firsthand view of their procedures, there were no surprises when the 30 Guiding Principles were published. When overlaid atop our own training, policies and procedures, except in nomenclature, our staff found few discernable differences. We started the process of putting a finer point on what we were doing, using the Principles as guidance. I suspect that in most agencies, at least in their written policies, the result would be the same.

Surprise, amusement, frustration and disappointment were among my reactions as various factions took exception, calling on law enforcement agencies to reject the Principles in that they exceed the “objectively reasonable” standard of *Graham v. Connor*. While I respect these organizations, and hold membership in both, it may be that a more thoughtful approach would bring us all closer together.

In rejecting the 30 Guiding Principles, *Graham v. Connor* is being described as forming a bright line of demarcation clearly defining lawful and unlawful uses of force. However, who among us knows



exactly where that line should be painted? *Graham* was published more than 25 years ago and, as in all Supreme Court opinions, is subject to broad interpretation by the courts of today. Reasonableness is always going to be in the eye of the beholder and will most certainly take into account the current political climate.

Even if we think we know where that bright line is, are we willing to send our officers up to that line, assuring them that all is well—just don't touch the line? We owe it to our officers to safeguard not only their physical safety, but also protect them from the mental and emotional anguish that will ensue in the aftermath of any significant use of force. The headlines, the internal investigations, and the inevitable civil rights lawsuit will impact their lives forever. A brief discussion with any officer who has had that cloud of interrogatories, depositions and pending court dates hanging over their head, seemingly forever, punctuated by the daily public scrutiny, will convince any law enforcement leader that uses of force that can safely be avoided should be avoided.

There also seems to be some angst concerning the Principles addressing proportionality and taking into account how the public will view the use of force. Certainly every law enforcement leader is now on notice as to how public opinion can affect the operation of, or even destroy, an agency. Hopefully, we have learned that from time to time we need to step out of the constant noise that surrounds us and listen to the collective heartbeat of the public. Every officer on the street must listen also. The instant communication and social media of today have virtually taken away any privacy individual officers may have enjoyed in times past. Today, it is not just the agency that is publicly vilified; individual officers are sought out and their lives invaded. What is reasonable under the law may not pass the reasonableness test of the public, and the public is quick to tell us.

We all have to come to some decision as to what policies, procedures, training, and practices will be embraced by our own departments. As decisions such as these are being made, it is sometimes helpful to imagine yourself sitting in the witness chair in federal court or behind a podium addressing public inquiry about use of force policies and practices. Would you be more comfortable quoting a policy that takes into account the 30 Guiding Principles, or attempting to explain the *Graham* test of objective reasonableness?

Finally, in the heart of the announcement seeking rejection of the 30 Guiding Principles, the following key statement is made: "Officers are not just taught how to shoot or how to restrain a violent suspect—they are trained to use their best judgement to resolve any given situation and to do so with the safety of the public, the officer, and the suspect as their foremost objectives." This appears to be somewhat of an acknowledgement that *Graham*, and the line it seeks to draw, should not be the controlling factor in resolving a situation. In fact, this statement is much more in line with the 30 Guiding Principles than with the hard and narrow focus that takes *Graham* to the limit.

I am reminded of the oft-repeated axiom originating from the title of a popular stage production created some 500 years ago. It all seems to be much ado about nothing. While all of the organizations of which I am a member may not appear to be on the same page, they are all in the same book, in the same chapter, closer to agreeing than is being acknowledged.

Chief Steve Anderson is a 41-year veteran of the Metropolitan Nashville Police Department (MNPD). He was appointed Chief of Police in 2010. Prior to that, he headed the Administrative Services Bureau, the Investigative Services Bureau, and, most recently, the Field Operations Bureau. Other career highlights include serving as the law instructor at the MNPD Training Academy and providing on-site legal advice to the SWAT Team and other department components during critical incidents and mass gatherings.

Chief Anderson holds a bachelor of science degree from Belmont University in Nashville and a doctor of jurisprudence degree from the Nashville School of Law. He is a member of the Nashville and Tennessee Bar Associations and is licensed to practice law in the local, state and federal courts. Prior to joining the Metropolitan Nashville Police Department, he served in the United States Air Force and was employed by the White County, Tennessee Sheriff's Office.

Police Agencies Are Adopting Elements of the “PERF 30” Guiding Principles

Some of the PERF 30 Guiding Principles have been implemented for years or even decades in police agencies across the United States. For example, Guiding Principle #8, calling for policies against shooting at moving vehicles, has been in effect in the New York City Police Department since 1972. More recently, a number of police agencies have adopted many other elements of the PERF 30. Following is a sampling of news stories over a recent 10-month period about these changes:

ArkansasOnline

Police shifting away from force, Little Rock data show

Arkansas Online, March 16, 2016

Little Rock police data show use-of-force incidents decreased a fourth straight year in 2015 as the department moved toward community-minded policies and training recommended by the federal government. Police Chief Kenton Buckner said the department has emphasized restraint and communication over physical force, in accordance with principles outlined by The President’s Task Force on 21st Century Policing. “We’re creating an environment and a culture that says we can be proactive, we can be assertive,” Buckner said. “But force is a last option if we’re put in a situation where we have an opportunity to de-escalate, to talk someone down or to use other methods to get them to comply with what we’re asking them to do.”

■ <http://www.arkansasonline.com/news/2016/mar/16/police-shifting-away-from-force-lr-data/?f=news-arkansas>



Lawmaker-approved plan to train Utah police on use-of-force

ABC News, March 15, 2016

A new program approved by Utah lawmakers creates a statewide center to train more police officers on how to defuse potentially deadly confrontations amid a national debate on police use of force. The training will include a 360-degree virtual-reality simulator to practice dealing with high-pressure situations and lessons from prosecutors who investigate officer-involved shootings.

■ <http://abcnews.go.com/Politics/wireStory/lawmaker-approved-plan-train-utah-police-force-37672955>



The Tamir Rice effect: Parma, Ohio police safely handle replica gun call in park

Cleveland.Com, Feb. 2016

Parma, OH police responded to a 9-1-1 call of two juveniles with guns at a park pavilion, in a situation

somewhat similar to the 2014 fatal shooting of 12-year-old Tamir Rice in Cleveland. The Parma incident ended differently, with officers taking the boys into custody without incident.

■ http://www.cleveland.com/metro/index.ssf/2016/02/the_tamir_rice_effect_parma_po.html#0



Words first: Massachusetts State Police recruits get training on calming tense situations

Telegram.com, February 23, 2016

When they graduate from the state police academy in April, 158 new Massachusetts troopers will be the first to have undergone a training program aimed at helping them defuse tense situations.

■ <http://www.telegram.com/article/20160222/NEWS/160229778>



San Francisco announces shift in police gun policy

SFGate, February 22, 2015

As San Francisco officials outlined a series of changes Monday designed to reduce police killings and rebuild community trust, they described a fundamental shift in tactics in which officers encountering knife-wielding suspects should focus on keeping their distance and de-escalating the situation. The package, announced by Police Chief Greg Suhr and Mayor Ed Lee at a City Hall news conference, includes more training and new weaponry as well as changes in philosophy.

■ <http://www.sfgate.com/bayarea/article/S-F-announces-shift-in-police-gun-policy-6847891.php>



Editorial: New use-of-force-policy a change in right direction

Albuquerque Journal, February 17, 2016

The Albuquerque Police Department is doing a much needed 180 in favor of de-escalation and minimum use of force as part of its efforts to comply with a court-ordered agreement with DOJ. New rules distributed in January call for officers to de-escalate situations by trying to

calm and give the suspect space instead of immediately turning to force. It says that except in active shooting situations, police should attempt to evaluate the suspect's mental health history, size and other factors, such as how many officers there are compared to suspects, when determining whether to use force. The new policy includes a statement that regardless of the legal standard for force, APD officers are expected to use the minimum amount needed to get the job done.

■ <http://www.abqjournal.com/725053/opinion/new-useofforcepolicy-a-change-in-right-direction.html>

The Salt Lake Tribune

Salt Lake City police chief shows City Council how he wants to de-escalate his way into fewer shooting deaths

The Salt Lake City Tribune, February 17, 2016

Communication and understanding a situation are key to de-escalation, [Salt Lake City Police Chief Mike Brown] said. That is why the department uses “scenario-based training.” Salt Lake City police soon will be using a new simulator that produces about 500 different scenarios. The council allocated funding for it last year. Slowing down potentially difficult encounters is important, Brown said. The chief added that if an officer has cover and can communicate, he can slow things down.

■ <http://www.sltrib.com/news/3545746-155/slc-police-chief-shows-city-council?fullpage=1>

The San Diego Union-Tribune

Teaching cops empathy to deter use of force

The San Diego Union-Tribune, February 12, 2016

A class being given to police officers in San Diego was lauded as an example of what departments need to do to better control the use of force. At the heart of the approach is emotional intelligence, basically, being self-aware and empathetic. The class, dubbed “Effective Interactions,” teaches new officers how to manage tense situations through communication.

■ <http://www.sandiegouniontribune.com/news/2016/feb/12/use-of-force-sdpd-training/>

NewsChannel 5 NETWORK

New style of police training aims to decrease violence in tense situations

News Channel 5, February 11, 2016

As officer-involved shootings have garnered scrutiny in the past few years, many police departments nationwide are re-thinking processes that have been in place for years. Many are paying close attention to the programs offered at the Washington State Criminal Justice Training Commission, and sending officers there to take a crash

course. During a mock scenario, police recruit Joel Garcia, trained in the “guardian” principle, approached a ‘suspect’ threatening suicide. Garcia reasoned with the man on an emotional level, by sharing a personal story about his cousin.

■ <http://www.newschannel5.com/news/national/new-style-of-police-training-aims-to-decrease-violence-in-tense-situations>

newstimes

Danbury, CT police officers train for crises

Newstimes, January 21, 2016

Just before midnight on July 5, a distraught Danbury man paced back and forth in his driveway, pointing a gun first at his head and then at police officers surrounding his home. He had told his mother earlier that he wanted the police to shoot him. An officer trained in crisis intervention was part of a team that talked to the 29-year-old for about an hour. The distressed man eventually put down the weapon, which turned out to be fake, and was arrested.

■ http://www.newstimes.com/news/article/Cops-and-crises-6762362.php?google_editors_picks=true

TUCSON NEWS NOW

Tucson Police Department Mental Health Team working to de-escalate dangerous situations

Tucson News Now, January 15, 2016

The Tucson Police Department's Mental Health Team is playing a large role in helping de-escalate dangerous situations involving mentally ill people. TPD officials said about a third of their calls involve someone who is mentally ill. “It’s low and slow. We’ll talk to the person as long as we need to. We try to ground them and orientate them,” Sgt. Jason Winsky said.

■ <http://www.tucsonnewsnow.com/story/30971466/tpd-mental-health-team-working-to-de-escalate-dangerous-situations>

WNYC

New York's Kindest

WNYC News, December 23, 2015

Citywide, the NYPD responds to so-called EDP [emotionally disturbed person] cases more than 300 times a day. They are both routine and unpredictable. In the worst cases, someone gets injured or dies. The training is meant to build empathy and compassion, and teach officers how to stay calm.

■ <http://www.wnyc.org/story/new-yorks-kindest/>



Camden Co. police train for dangerous encounters

ABC Action News, WPVI-TV, Philadelphia. December 18, 2015

Members of the Camden County Police Department are used to dealing with tense situations, and officers are now learning how to resolve encounters with suspects in a new way. The three-day training, which focuses on verbal de-escalation, self-defense and ethics, doesn't just stop after officers complete the course, but becomes part of everyday culture.

■ <http://6abc.com/1127128/>



Broadway & Mickel man with a knife incident

Camden County Police video. November 24, 2015

The Camden County, NJ Police Department has established an Ethical Protector culture wherein the sanctity of life is our highest priority. Once again, police officers put these principles into action. Responding officers were confronted and threatened by a man armed with a steak knife who had just threatened to kill a person. Officers safely de-escalated this situation. Everybody, including the armed and dangerous suspect, survived this potential deadly confrontation.

■ <https://www.youtube.com/watch?v=YtVUMT9P8iw>



Police restraint saves lives

Boston Globe, December 13, 2015

An ethos of de-escalation has been at the core of the Boston Police Department's training and tactics for the last five years. Complaints against officers for excessive force have dropped 62 percent during that period.

■ <http://www.bostonglobe.com/news/nation/2015/12/12/cullen/Fq3paOXrSqrYa1HD0k4VgK/story.html>



Man pointed knife at officers before capture, Boston police say

Boston Globe, December 8, 2015

Police were able to subdue a man with pepper spray at an East Boston apartment early Monday after he repeatedly menaced officers with a knife while demanding that officers shoot him, authorities said.

■ <https://www.bostonglobe.com/metro/2015/12/08/boston-police-capture-man-who-menaced-them-with-knife-and-demanded-that-police-shoot-him/dOdoYPTRH76bfNVdMVRaZM/story.html>



De-escalation of situations part of Worcester Police training as newer police tactics discussed nationwide

MassLive, November 27, 2015

As police officials from across the country examined police-involved shootings in the United States, they found training officers on de-escalation strategies and other tactics might help slow situations down. Many of these strategies, contained in a PERF report issued this year, have been implemented within the Worcester Police Department. "Are there situations where an officer can slow everything down?" said Deputy Chief Sean Fleming. "Instead of immediately arresting someone, can we look at slowing down the situation, calling for backup and talking to the person."

■ http://www.masslive.com/news/worcester/index.ssf/2015/11/de-escalation_of_situations_pa.html



Dallas police excessive-force complaints drop dramatically

The Dallas Morning News, November 17, 2015

Police Chief David Brown says a shift toward de-escalation is driving a sharp drop in excessive-force complaints against officers. Training instructors say they preach tactics that sometimes seem counter-intuitive to veteran officers: Slow down instead of rushing into a situation; don't approach a suspect immediately. Try to build a rapport; don't have multiple officers shout at once.

■ <http://www.dallasnews.com/news/crime/headlines/20151116-dallas-police-excessive-force-complaints-drop-dramatically.ece>



Denver monitor praises policy for firing at cars, urges enforcement

The Denver Post, October 28, 2015

One key revision [to the Denver Police Department's policy] prohibits officers from shooting at a moving vehicle unless deadly force is being used against the officer. A moving vehicle alone is not considered a weapon.... The independent monitor's review looked at policies used by 43 agencies across the country and recommendations released by the Department of Justice. Of those departments, 47 percent included specific guidelines on officer decision-making during encounters with suspects in vehicles.

■ http://www.denverpost.com/news/ci_29032884/denver-monitor-praises-policy-firing-at-cars-urges

USA TODAY

In face of criticism, police officials preaching de-escalation tactics

USA Today, October 7, 2015

As readily as police departments once snapped up surplus military gear, which bolstered a combat-ready presence on the street, law enforcement agencies are now embracing a collective strategy of de-escalation.... The rush of new training is all geared to slow encounters between officers and the public they police, which in the past year has prompted spasms of civil unrest and contributed to an erosion of public trust in local law enforcement across the country.

■ <http://www.usatoday.com/story/news/nation/2015/10/07/police-encounters-violent-baltimore-ferguson/72636622/>

The New York Times

Bratton, Tracking Police Use of Force, Aims to Stay Step Ahead of Watchdogs

The New York Times, October 1, 2015

NYPD Commissioner William Bratton said that reconstructing the rules on use of force and promising a systematic review of each instance of officers' use of force will help restore trust in the police, particularly among minorities, who have historically borne the brunt of aggressive tactics. "It is a very, very significant change," Mr. Bratton said. "Where we are going is where American policing is going to be going, that's the reality."

■ http://www.nytimes.com/2015/10/02/nyregion/bratton-tracking-police-use-of-force-aims-to-stay-step-ahead-of-watchdogs.html?_r=0



Actors, mentally ill aid NYC police training meant to calm

Yahoo News, September 13, 2015

Earlier this summer the NYPD launched a four-day program that will be incorporated into standard training and issued a requirement that officers take annual refresher courses, officials said. The department already has a small, highly-trained unit of officers for mental health cases, but the training is meant to give more cops a better chance at deescalating crisis situations.

■ <http://news.yahoo.com/actors-mentally-ill-aid-nyc-police-training-meant-153830732.html>



Maryland police chief commends officers after takedown goes viral

WTOP, September 7, 2015

A Maryland police chief is praising his officers after their takedown of a man believed to be under the influence

of PCP was recorded and posted online. "I commend the officers for exercising extreme restraint," said David Morris, chief of the Riverdale Park Police Department.

■ <http://wtop.com/prince-georges-county/2015/09/md-police-chief-commends-officers-after-takedown-goes-viral/>

The Seattle Times

Report: Force rare as Seattle police deal with about 10,000 mentally ill people a year

The Seattle Times, September 6, 2015

Of 2,464 "crisis" reports between May 15 and Aug. 15, less than 2 percent resulted in any use of force by police, and none of the cases resulted in use of deadly force, according to Seattle police.

■ <http://www.seattletimes.com/seattle-news/crime/spd-report-minimal-force-used-in-contacts-with-mentally-ill/>

The Columbus Dispatch

Ohio's deadly force standard for police states 'life is of the highest value'

The Columbus Dispatch, August 29, 2015

Ohio's first statewide standard on police use of deadly force counsels officers to consider the high-stakes consequences of pulling the trigger. Stating "the preservation of human life is of the highest value in the state of Ohio," the standard says police officers must use deadly force only to protect themselves and others from serious injury or death. Most police agencies have standards that meet or exceed the state language, but the measure "will raise the bar" for some smaller agencies without deadly force policies, said Ohio Public Safety Director John Born.

■ <http://www.dispatch.com/content/stories/local/2015/08/28/police-advisory-panel.html>



Op-Ed by Las Vegas Sheriff Joseph Lombardo: Management of the use of force is a key concern for police

The Las Vegas Sun, August 9, 2015

We want officers to take control of chaotic events, to handle conflict and protect lives, but in the same breath, we want officers to look to de-escalate situations by making sound decisions and employing tactics that are not flawed. We know that not every potentially violent conflict can be de-escalated, but we also have an understanding that officers have the ability to steer a threatening encounter toward to a more peaceful resolution.

■ <http://lasvegassun.com/news/2015/aug/09/proper-management-use-force-key-concern-metro-poli/>



Daytona Beach, FL police chief works to reduce use of deadly force

WFTV9, August 6, 2015

Chief Mike Chitwood told Channel 9 on Thursday he's working to cut down on the number of times his officers have to resort to deadly force, and his officers are now receiving special training. "We don't want them to put themselves in a situation where they have to use deadly force," he said. "We're trying to preach to them to use time and distance to their advantage."

■ <http://www.wftv.com/news/local/daytona-beach-police-chief-works-reduce-use-deadly/32068152>

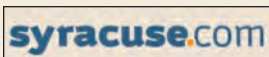


Eugene, OR Police Chief pursues policy changes for veterans in mental crises

KVAL-13, Eugene, OR, August 6, 2015

Chief Pete Kerns promised to examine department policies and procedures and to implement a program designed to try and prevent situations where officers use deadly force against veterans experiencing a mental health crisis. It's modeled after a program used in Boise, ID.

■ <http://kval.com/news/local/police-chief-pursues-policy-changes-for-veterans-in-mental-crisis>



Why shooting by Syracuse cops wouldn't be allowed in Cleveland

Syracuse.com, July 28, 2015

Cleveland promised the U.S. Department of Justice that police wouldn't shoot at moving vehicles if no other lethal danger existed. New Orleans made a similar promise.

■ http://www.syracuse.com/crime/index.ssf/2015/07/why_syracuse.html



LAPD Focuses on Use of Force in New Training Series

KNBC, Los Angeles, July 13, 2015

Officers from LAPD's Topanga Division were among the first of the city's estimated 10,000 officers who will be required to participate in the 5-hour course for what the department calls "Preservation of Life Training" within the next 30 days.

■ <http://www.nbclosangeles.com/news/local/LAPD-Focuses-on-Use-of-Force-in-New-Training-Series-314801891.html>



New style of policing works to defuse mental health crises

The Buffalo News, June 7, 2015

For the last few years in Erie County, NY, only Cheektowaga fully embraced the Crisis Intervention Team—or CIT—model. But other departments took notice, and now Orchard Park, Evans, the Town of Tonawanda, the City of Tonawanda and the University at Buffalo Police have teams.

■ <http://www.buffalonews.com/city-region/new-style-of-policing-works-to-defuse-mental-health-crisis-20150607>



Kansas City Police Take New Approach Toward Suspects

KCUR, May 22, 2015

The Kansas City Police Department has quietly changed its training for responding to volatile situations, arming officers with something other than a gun: distance, discretion and diplomacy.

■ <http://kcur.org/post/kansas-city-police-take-new-approach-toward-suspects#stream/0>



Demilitarizing the cops: States retool police training

The Denver Post, May 22, 2015

Washington State's academy has boosted the training hours devoted to handling people with drug or mental problems, and Blue Courage principles have been incorporated into firearms and defensive tactics classes. Recruits can fail a training exercise if they use force when it may have been avoidable.

■ http://www.denverpost.com/ci_28169469/demilitarizing-cops-states-retool-police-training



Op-Ed by Police Chief Chris Magnus: Richmond, CA police get extensive training in appropriate use of force

Contra Costa Times, May 16, 2015

The Richmond Police Department trains its officers to appropriately assess risk, develop crisis resolution strategies reflecting best practices, and demonstrate flexibility responding to critical incidents (including the ability to tactically reposition or "throttle back" certain actions to avoid encounters such as "suicide by cop").

■ http://www.contracostatimes.com/opinion/ci_28119426/guest-commentary-richmond-police-get-extensive-training-appropriate

PERF's Critical Decision-Making Model

FOR DECADES, SPECIALIZED POLICE TACTICAL UNITS SUCH AS SWAT have employed critical thinking and decision-making processes to guide their unique, often dangerous work. Prior to taking action, these teams typically take the time to collect and analyze information, assess risks and threats, consider contingencies, and then act and review. Most experienced SWAT members would consider it reckless to approach an assignment without first taking these steps.

As PERF explored training and tactics on use of force, one question kept coming up: **If this type of critical thinking process works for specialized tactical units, why can't it be used by patrol officers as well?** If patrol officers had a structured, easy-to-use decision-making process to follow, and could combine that with tactical concepts such as distance, cover, and time, they could more effectively and safely resolve many types of critical incidents.

Other Decision-Making Models

For several years, police personnel in England, Scotland, Northern Ireland, and Wales have utilized the National Decision Model (NDM), a five-stage process that revolves around the police code of ethics. In the UK, police officers use the NDM when responding to unplanned incidents and also when planning operations that are known ahead of time, such as the handling of a major sporting event. The National Decision Model is employed by individual officers and teams, and it applies to both operational and non-operational situations. In fact, some of the early applications of the NDM were in support of police budgeting and administrative decisions.

During the PERF-led field visit to Scotland in November 2015, officials from 23 U.S. police agencies learned more about the NDM and observed training scenarios in which the NDM was used. Overall, the U.S. delegation was impressed with the NDM's depth and simplicity. To members of Police Scotland, the NDM has become second-nature. From recruits up to the Chief Constable, personnel understand the model and can readily explain its purpose and implementation in clear and straightforward terms. And police officers in

the UK use the NDM in hundreds of incidents every day—both serious and minor—to *support sound and accountable decision making*.

PERF researchers also examined other decision-making models. One of them is the OODA Loop (Observe, Orient, Decide, Act), which was developed in the 1950s by a U.S. Air Force Colonel named John Boyd. Like the NDM and other models, it is a recurring cycle that users work through as new information is observed and circumstances change. Although it was initially applied to decision-making in military combat operations, the OODA Loop over the years has been used in business, legal, and other professions. Some police agencies have applied the OODA Loop as well.

Why Adopt the Critical Decision-Making Model?

PERF’s 30 Guiding Principles recommend that police agencies adopt a decision-making framework for use during critical incidents and other tactical situations, and then train officers in how to use that framework. This section of the report presents the Critical Decision-Making Model (CDM) as a preferred framework that agencies can adopt.

The CDM is based largely on the UK’s National Decision Model and concepts from other models. Like the NDM, the CDM is a logical, straightforward, and ethically based thought process that is intended to help U.S. police officers manage a range of incidents effectively and safely. And while the CDM can be employed in a wide range of events, PERF believes it will be especially valuable in helping officers manage those critical incidents we are trying to impact the most—i.e., situations involving subjects who either are unarmed or have an edged weapon, rock, or similar weapon, as well as incidents involving persons who are experiencing a mental health crisis or who are behaving erratically because of a developmental disability, a mental condition such as autism, substance abuse, or other conditions.

Elements of the CDM

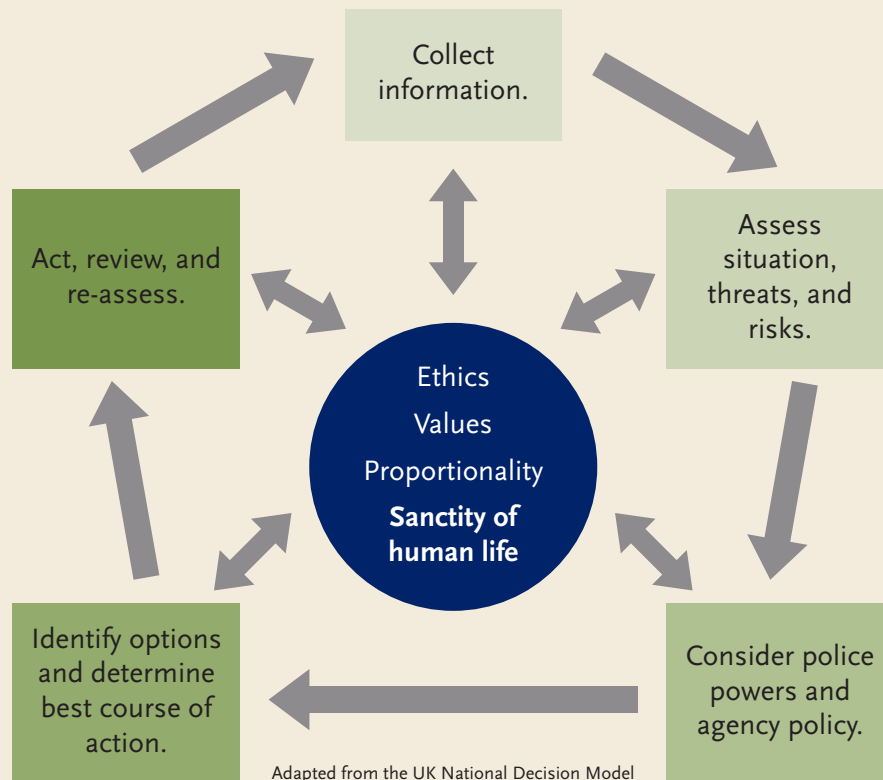
The Critical Decision-Making Model is a five-step critical thinking process. All five steps are built around the core values of the department and the policing profession.

CDM Core

At the center of the CDM is an ethical core that provides grounding and guidance for the entire process. The four elements of the CDM core are:

- Police ethics
- Agency values
- Concept of proportionality (Guiding Principle #3)
- Sanctity of all human life (Guiding Principle #1).

Critical Decision-Making Model



Every step of the process is connected to this core, and the core informs and guides officers throughout the five steps. Everything an officer does within the CDM must support the ideals in the center, and no action can go against those standards.

Step 1 Collect Information

The logical first step in the process is for officers to gather information and intelligence, a process that begins as officers are heading toward the incident. During this step, officers ask themselves and others, including Dispatch personnel, a series of key questions.

It is important to remember that while the collection of information represents the beginning of the process, it is not a one-time activity in the CDM. Information gathering is ongoing, and new information is collected continuously to help inform the other steps in the process.

Officers should ask themselves ...

- What do I know so far about this incident?
- What else do I need to know?
- What do my training and experience tell me about this type of incident?

Officers should query others (dispatchers, fellow officers, supervisors, computer networks) ...

- What more can you tell me about *this incident*? For example:
 - Circumstances that prompted the call
 - Individuals on the scene, the physical environment
 - Presence of weapons
 - Presence of bystanders, including children
 - Mental health/substance abuse issues
- What more can you tell me about *previous incidents* involving this location or the person or persons who are involved?

Step 2 Assess Situation, Threat and Risks

This step typically begins as officers are responding to the incident and are evaluating what they are being told by dispatchers or others. That is the time when officers begin considering “what if?” scenarios in their minds. The assessment step shifts into high gear as officers arrive on scene and can visually begin to gauge threats and risks. During this step:

Officers should ask themselves ...

- Do I need to take immediate action?
- What is the threat/risk, if any?
- What more information do I need?
- What could go wrong, and how serious would the harm be?
- Am I trained and equipped to handle this situation by myself?
- Does this situation require a supervisory response to provide additional planning and coordination?
- Do I need additional police resources (e.g., other less-lethal weaponry, specialized equipment, other units, officers specially trained in mental health issues)?
- Is this a situation for the police to handle alone, or should other agencies/resources be involved?

Officers should also request that others ...

- Provide additional information, as needed.
- Respond to the scene, as needed.
- Provide the additional equipment or resources needed.

The first question in this step is noteworthy: “Do I need to take immediate action?” The CDM does not prevent or restrict officers from taking immediate action if that is what the circumstances dictate. In these

>> *continued on page 84*

How Nassau County PD Is Using The Critical Decision-Making Model

By Inspector Ronald Walsh

All police officers think and react based on their training and experience. However, very few police academies train officers to “think” as a specific learning objective. Through the leadership of Commissioner Thomas Krumpter, that is exactly what the Nassau County Police Department (NCPD) has started doing.

The NCPD Police Academy has implemented a customized version of the Critical Decision-Making Model as part of our commitment to continual improvement. Our model is designed as a wheel. In the center are our department’s mission, vision, values and ethics—the foundational principles that all decisions are based on, especially those concerning the use of force. On the perimeter are the five categories or steps that each officer works through when making a decision.



We still teach a comprehensive curriculum in law and U.S. Supreme Court and other critical court decisions. But we have added the Decision Making Model as a way to systematize the pragmatic approach we already take to our training. The model is a framework for making decisions and for assessing and judging those decisions. Did an officer make the right choice, and could or should improvements be made?

While still new, the model is already proving beneficial. Recruits are displaying a better understanding of their training and are able to more fully articulate their thoughts and actions. They can identify where they need additional support, since they can now quickly determine on which step they “get stuck” on the wheel. One recruit, during role play, recently stated:

“I knew where I was stuck on the model, but I resisted changing my approach. I realized I should have moved on and de-escalated by letting my partner step in when what I was doing was just not working!”

Initially some officers and trainers were concerned that the model may “slow down the decision making process” and cause officers to think too much before acting, taking up valuable time in critical situations. In my mind, the best analogy to explain how the Model works is to compare its use to driving a car. The first time drivers get behind the wheel, they have absolutely no idea how to drive. They press too hard on the gas pedal, break unevenly, and the like. It takes time to get to the point where driving is automatic.

Now, try to remember your drive to work this morning. I bet you have no conscious memory of pulling from the curb or pressing the brake pedal to stop. And if you were having a conversation or listening to the radio, you probably made it to work having no idea, at least consciously, how you got there!



The difference between these two processes is simple. When you first learn to drive a car, everything requires a conscious effort, purposeful thinking, and energy. Now, when you drive a car, over 90 percent of the process has been taken over by your subconscious brain—it's automatic. Conscious thought takes energy and time; subconscious thinking is very quick. Your brain is constantly looking to automate as much as possible. Your brain remembers each experience, and if it's repeated often, your brain will begin to automate and move the task and its response to the subconscious.

By training officers to use the Decision Making Model, processes will become subconscious to the point that officers are able to gather intel, assess a threat, recognize policy and legal considerations, choose among a plethora of responses, and adjust their actions in the blink of an eye. Learning how to systematically think and then recall what actions we took and why, gives us the opportunity to improve our responses and to make better decisions.

A 24-year veteran of the Nassau County, NY Police Department, Ronald Walsh is the commanding officer of the Nassau County Police Academy.

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situations, officers would “spin” through the rest of the model in a matter of seconds, determine the best course of action, and then act immediately.

For example, in active shooter situations, many American police agencies have policies directing the first officers at the scene to respond as quickly as possible to stop the threat. Some departments have policies that allow a single officer to move to stop the threat without waiting for any additional officers to arrive. Other departments have policies requiring officers to wait until a minimum number of officers can form a “contact team” to stop the shooter. Other agencies call for the creation of a contact team, often made up of four officers, but also specify that fewer officers may respond immediately if it is apparent that a full contact team cannot be assembled quickly.⁷² These are the types of factors that officers would quickly consider under the CDM in responding to this type of emergency.

However, if the answer to this question is, “No, I do not need to take immediate action,” then officers can go through the CDM at a more deliberate pace. The CDM can be “spun” as quickly or as deliberately as circumstance dictate, and officers can always take immediate action if that is appropriate.

Step 3 Consider Police Powers and Agency Policy

This step represents an important self-check of officers' authority to take action. In addition to considering their legal authority to act, officers must think about what their agencies' policies say about the situation.

For example, a police agency's policy may place restrictions, beyond what is allowed by law, on shooting at vehicles, engaging in vehicle or foot pursuits,

72. See *The Police Response to Active Shooter Incidents*. Police Executive Research Forum, 2014. Pages 8–15. http://www.policeforum.org/assets/docs/Critical_Issues_Series/the%20police%20response%20to%20active%20shooter%20incidents%202014.pdf

or using less-lethal options in certain situations. These internal policies must be considered at this stage, before specific options are identified and actions taken. During this step:

Officers should ask themselves ...

- What legal powers do I have to take action?
- What agency policies control my response?
- Are there other issues I should think about? (e.g., jurisdictional or mutual aid considerations—Am I authorized to take action *here*?)

Step 4

Identify Options and Determine the Best Course of Action

Using the information and assessment from earlier steps, officers now begin to narrow their options and determine the best course of action. Again, part of this step is to determine if the officers have enough information and resources, and a compelling interest, to act right away. Or should they hold off, possibly to get even more information and resources? During this step:

Officers should ask themselves ...

- What am I trying to achieve?
- What options are open to me?
- What contingencies must I consider if I choose a particular option?
- How might the subject respond if I choose a particular option?
- Is there a compelling reason to act now, or can I wait?
- Do I have the information and resources I need to act now?

Then, officers should select the best course of action, keeping in mind ...

- The greatest likelihood of success and the least potential for harm.
- How proportional the response will be, given the risk/threats posed by the subject and the totality of the circumstances.
- The safety of the public, officer safety, and the sanctity of all life.

Step 5

Act, Review and Reassess

In this step, officers execute the plan, evaluate the impact, and determine what more, if anything, they need to do.

Officers should execute the plan, then ask themselves ...

- Did I achieve the desired outcome?
- Is there anything more I need to consider?
- What lessons did I learn?

If the incident is not resolved, then officers should begin the Critical Decision-Making Model again, starting with the collection of additional information and intelligence.

Benefits of the Critical Decision-Making Model

The thought processes embedded in the CDM are not very different from what many police officers already do on a daily basis. The CDM is certainly in line with how specialized tactical units are trained to approach their assignments. And it likely reflects the activities of many patrol officers, whether consciously or by instinct, when responding to calls for service or engaging in proactive policing.

What is new and different about the CDM is that it offers a *structure* for working through a series of steps that officers may already be following and questions they are probably asking already. This structure helps to ensure that each critical step is followed and that all key questions are asked along the way.

The Palm Beach County, FL Sheriff’s Office has implemented a concept called the “Tactical Pause,” which incorporates some of the elements of the CDM, such as slowing down the police response in certain types of incidents and taking time to carefully evaluate possible actions (see page 55).

Useful in Everyday Situations and Complex, High-Risk Incidents

By practicing the CDM in everyday situations, officers become more fluent in asking questions and formulating effective plans for their responses to a variety of situations. These skills are critically important when the officers are called on to respond to especially difficult, complex, or high-risk incidents. Officers who have used decision models speak of developing “muscle memory” in making critical decisions through everyday practice.

The CDM provides operational support for many of the key concepts articulated in PERF’s 30 Guiding Principles—for example, using distance and cover to create time, applying de-escalation strategies, considering the proportionality of police actions, and handling individuals experiencing mental health crises. The CDM will help police officers put these concepts into action by providing them with a logical thought process for managing challenging situations.

The CDM offers an alternative to officers who in the past have been trained to immediately “move in and take control,” even when those responses are not appropriate or safe given the circumstances.

A Framework for Explaining Actions After the Fact

In addition, the CDM gives officers a framework for *explaining* the thought process behind their actions *after the fact*, such as when they testify in court or provide statements to investigators. The experience in the UK has demonstrated that the NDM can be quite valuable in helping officers describe and

explain their actions, which lends credibility to their testimony. Officials report that officers routinely use the NDM as the outline for articulating their actions and decisions (“I first collected information by asking the following questions. Then I assessed the threat and risk by asking these questions....”).

The CDM should have similar benefits in the United States by providing officers with a detailed and logical mechanism for explaining their actions and decisions beyond the boilerplate language that is often found in police reports today.

For the CDM to be effective and beneficial, agencies must commit to thoroughly training their personnel on it. Scenario-based exercises should be coupled with the CDM. Officers who complete a particular scenario should then be asked to explain their actions in the context of the five-step CDM process.

Lessons Learned From Police Scotland

PERF HAS ENJOYED A STRONG RELATIONSHIP WITH POLICE OFFICIALS in the United Kingdom for many years. PERF has led delegations to a number of UK police agencies, and the leaders of those agencies have come to the United States to participate in PERF conferences. These exchanges have promoted the sharing of ideas and best practices among police agencies in our respective countries.

In recent years, PERF has developed a particularly close bond with Police Scotland. Police Scotland is a unique agency. It was established in April 2013 by consolidating eight regional police forces and some specialized services into a single national police agency. Sir Stephen House, former Chief Constable of the Strathclyde Police, became the first Chief Constable of Police Scotland, a position he held for more than three years. The formation of Police Scotland provided an opportunity for other police executives to witness a police force being built from the ground up, including the implications for organization and administration, policy, training, and operations.

In 2014, as PERF began focusing on police use-of-force issues in the United States, Police Scotland provided an important international perspective. That year, members of the PERF Board of Directors and PERF Executive Director Chuck Wexler visited Scotland as part of an executive development program to strengthen the leadership qualities of senior government officials.

“How do you deal with people with knives when you don’t have a gun?”

During that visit, the PERF delegation had the opportunity to attend the Oath of Office ceremony for new members of Police Scotland. After the ceremony, as Wexler was talking with the new constables and their trainers, he noticed that none of the officers was carrying a firearm. In fact, only about 2 percent of the approximately 17,200 members of Police Scotland carry firearms, and those officers are part of specially designated units that respond only to the most critical incidents with the most significant threats.

Knowing that Scotland does not have a gun violence problem like the

Police Scotland Assistant Chief Constable Bernard Higgins:

*Tactical Relocation Is Not Walking Away;
It's Creating a Safe Zone*

When we talk about tactical relocation, that's not walking away. That's creating a "safe zone" for us to deal with something.

So the notion that we wouldn't deal with someone with a knife because we have unarmed officers is not the case. We use good decision-making skills, communications, creating a safe zone. And depending on the situation, the behavioral indicators the person is displaying will dictate what the officer does next. Specialist officers may come in later.

But for the general patrol officers, there is an absolute expectation that they will be able to make that assessment and deal with that threat of a knife.



About Police Scotland

Police Scotland was formally established in April 2013 through the consolidation of eight regional police agencies and some specialized services. As the country's national police force, Police Scotland has approximately 17,200 sworn officers serving a population of just under 5.5 million people spanning approximately 30,200 square miles. Police Scotland is the second largest force in the United Kingdom after the Metropolitan Police Service of London. The agency responds to approximately 4.2 million emergency and non-emergency calls for service each year. The agency's annual operating budget is approximately 1.1 billion English pounds (about \$1.6 billion).

Police Scotland is led by a Chief Constable who is supported by a command team of Deputy Chief Constables, Assistant Chief Constables, and Directors, who manage the agency's sworn police officers, as well as 5,600 police staff (civilian employees), and close to 1,000 special constables (part-time volunteers). Sir Stephen House, formerly Chief Constable of the Strathclyde Police (one of the legacy agencies that was consolidated into Police Scotland), was sworn in as the first Chief Constable of Police Scotland in October 2012. He oversaw the original consolidation, and served as Chief Constable for more than three years. In January 2016, Phil Gormley, a 30-year veteran of policing in the UK, became the second Chief Constable of Police Scotland.

Although a national police force, Police Scotland is organized around and committed to the principles of community-based policing. There are 14 local policing divisions, each led by a Local Police Commander who is responsible for ensuring that policing meets the needs of the public in that particular geographic area. Each local division includes response officers, community officers, crime investigators, and road policing, among other functions. Supporting these local policing divisions are a number of national specialized divisions, including major and organized crime, counter-terrorism, intelligence, and air, marine, and mounted support.

Police Scotland prides itself on being a values-driven organization. Its purpose is to "improve the safety and well-being of people, places and communities in Scotland." The agency's focus is expressed in the simple statement, "Keeping people safe." Its core values are integrity, fairness, respect, and human rights. Police Scotland leaders emphasize that the organization's values are communicated and reinforced from the time individuals pick up an application until the day they leave the force. Members need to exude the personality traits and values of the organization from the very beginning, and Police Scotland invests time and effort in recruiting people who have those traits and reflect the values.

United States does, but that knives are prevalent in urban areas such as Glasgow and Edinburgh, Wexler asked one of the young constables, “How do you deal with people with knives when you don’t have a gun?” The officer replied that he was trained to use the tools that all constables are provided with: communications skills, tactical defense skills, a baton, chemical spray, and handcuffs. In addition, Wexler learned that police in Scotland and throughout the United Kingdom are trained in a National Decision Model that helps officers assess risks and threats, and manage a wide range of incidents—including edged weapon incidents—in a structured and safe manner.

As PERF began to research in depth the police response to persons who are unarmed or who are armed with a weapon other than a firearm, the examination included a closer look at the training, tactics, and equipment that members of Police Scotland use in these same types of situations. This section of the report describes that process in detail.

Police Scotland at PERF’s Re-Engineering Meeting

On May 7, 2015, PERF convened a meeting in Washington, D.C., of approximately 300 police chiefs and other law enforcement executives, federal government officials, academic experts, and others to share their views on new approaches to police use-of-force training. Because police in the UK have achieved great success in reducing the use of deadly force, especially in situations involving persons with mental illness wielding a knife or other non-firearm weapon, PERF invited two UK police officials—Chief Inspector Robert Pell of the Greater Manchester Police and Assistant Chief Constable Bernard Higgins of Police Scotland—to participate in the conference.

Both officials described the training, tactics, and less-lethal equipment that members of their agencies use when handling critical incidents that involve combative individuals armed with knives, baseball bats, or other non-firearm weapons. As in Police Scotland, only about 3 percent of officers in the Greater Manchester Police have firearms, and about 6 percent have Electronic Control Weapons. Chief Inspector Pell and Assistant Chief Constable Higgins also described the National Decision Model and how their officers use the model every day in a wide range of incidents to assess threats and risks, consider options, and develop action plans.

To the surprise of some of their U.S. counterparts, both men made it clear that in their agencies, general patrol officers—typically equipped only with a baton, chemical spray, and handcuffs—would be expected to deal with the threat of a knife-wielding subject, primarily through de-escalation and tactical approaches, and without calling in specially trained Public Order officers or Firearms officers unless the threat escalated.

While many of the officials who participated in PERF’s Re-Engineering Training conference expressed interest in how police in the UK handle edged weapon incidents, some were skeptical about how the UK experience might apply to police in the United States. They said that because police in England and Scotland do not face the same threat of offenders with firearms that U.S. police officers do, what American police could learn from the UK would be limited.

UK officials acknowledged that they do not face the same threats from

Sir Stephen House, Former Chief Constable, Police Scotland:

*We Rarely Have Police Shootings in Scotland,
But We Have Many Encounters with Persons with Knives*

On March 12, 2016, Police Scotland officers shot and injured a man who had barricaded himself in a building and fired a crossbow at officers. According to the BBC, “It was thought to be the first time officers have used their guns in a real-life situation since the formation of Police Scotland on 1st April 2013.”⁷³

Before Police Scotland was formed through the merger of eight regional police forces, Scottish police agencies reportedly had two officer-involved shootings over the course of the prior decade.

Sir Stephen House, who served as Chief Constable of Police Scotland until December 2015, addressed a group of American police officials convened by PERF in Washington, D.C. on January 12, 2016:

The first thing I think about when I speak to a group is, “What’s the audience thinking?” And I guess what you may be thinking is, “Why are these Scottish guys here? Scotland is very different from the United States.” And that is of course correct. Scotland is a small country, the population is only five and a half million. And Scotland does not have the gun culture that is found in the United States. So this might make you say, “Well, it’s interesting to listen to these guys, but they have nothing to tell us.” With respect to everybody here in the room, we disagree with that.

Upfront, we are not talking about “cop with gun and suspect with gun.” That is not an area that we are very familiar with, because of our lack of gun culture. We are here to talk about subjects who may have knives or other weapons, but not firearms.

You’ve all seen the video clips of these incidents. These are one-on-one situations. You have a person who is emotionally or mentally disturbed or alcohol or drug-impaired, who has an edged weapon. **What’s the difference between that man in Denver or Washington, D.C. and that person on the streets of Glasgow, the streets of Edinburgh, the streets of London? We are talking about primarily unarmed cops in the UK, and they’re dealing with the same situations that you do on a one-on-one basis. And where we come from, often the outcome is very different.**

At the start of a shift, our officers will get the same messages yours do, which is that it’s important that we all go home at the end of the shift. But perhaps the difference is that it’s not just a legal issue for us. We have to answer a lot of questions: Was the use of force proportionate? Was it necessary? Can I account for it? And most importantly, was my use of force in that incident ethical? This is ingrained in our training.

Sir Stephen House’s policing career in the United Kingdom spans 35 years. He started in the Sussex Police in 1981. For the next 17 years, he served in uniform operational posts in that force and also on transfer in Northamptonshire Police and West Yorkshire Police. In 1998, he joined Staffordshire Police as an Assistant Chief Constable, where he oversaw territorial policing and later, crime and operations. In 2001, he joined the Metropolitan Police Service of London as a Deputy Assistant Commissioner. Four years later, he was promoted to Assistant Commissioner in charge of central operations and then specialist crime. In 2007, he took up post as Chief Constable of the Strathclyde Police. Five year later, in October 2012, he was appointed the first Chief Constable of Police Scotland, overseeing the creation, administration, and operations of the UK’s second largest police force. He held that position until December 2015.

Sir Stephen was educated at Aberdeen University. In 2005, he was awarded the Queen’s Police Medal, and in June 2013, he was knighted in the Queen’s Birthday Honours in recognition for his services to law and order.



73. “Police shooting of man to be investigated by the PIRC.” BBC News, March 13, 2016. <http://www.bbc.com/news/uk-scotland-glasgow-west-35797281>

criminals with firearms as do officers in the United States. But they also pointed out that a person with a knife in Glasgow or Manchester is just as dangerous as a person with a knife in an American city.

In fact, Glasgow for years was known as the “knife capital of Europe” and had one of the highest murder rates, with most of those crimes committed with edged weapons. Significantly, the murder rate in Glasgow has been reduced by more than 50 percent over the past decade, thanks to innovative enforcement and prevention programs,⁷⁴ but the “knife culture” remains strong there and in other parts of Scotland.

U.S. Police Officials Observe Training in Police Scotland

In November 2015, PERF organized a field visit to Scotland for American police executives representing 23 local and federal law enforcement agencies. This four-day program at Police Scotland’s College at Tulliallan Castle provided U.S. officials with demonstrations of the specific training and tactics that Police Scotland uses for a range of critical incidents, with a special focus on offenders with edged weapons, baseball bats, and similar threats.

The U.S. delegation had the opportunity to interact with members at all ranks of Police Scotland and the College—from Chief Constable Stephen House and some of his top executives, to College managers, instructors, and



Agencies That Were Part of U.S. Delegation to Police Scotland

- Anne Arundel County, MD Police Department
- Baltimore Police Department
- Baltimore County, MD Police Department
- Boston Police Department
- Brookline, MA Police Department
- U.S. Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)
- Chicago Police Department
- Daytona Beach, FL Police Department
- Denver Police Department
- Fairfax County, VA Police Department
- Federal Law Enforcement Training Centers
- Houston Police Department
- Los Angeles Police Department
- Miami Beach, FL Police Department
- Metropolitan Nashville Police Department
- Metropolitan Police Department of Washington, DC
- Montgomery County, MD Police Department
- New York City Police Department
- Phoenix Police Department
- Prince George’s County, MD Police Department
- Prince William County, VA Police Department
- Richmond, CA Police Department
- United States Border Patrol

74. “Glasgow smiles: how the city halved its murders by ‘caring people into change,’” The Guardian, April 6, 2015: <http://www.theguardian.com/uk-news/2015/apr/06/glasgow-murder-rate-knife-gang-crime-police>.

trainees themselves. The U.S. police officials were able to see and understand what Police Scotland does with respect to use of force, and to discuss and debate its applicability to policing in the United States.

As Assistant Chief Constable Bernard Higgins noted during his welcome to the U.S. delegation, “Policing doesn’t know borders, and Police Scotland is not *the* model. But there are commonalities that we can learn from one another, because we share the same goals: to protect and serve, to keep people safe, and to go after those who intend to do the most harm.”

Following is a summary of the sessions at this training conference:

Day 1: Welcome and Orientation

The first day included an orientation to Police Scotland, the College, and the next three days of the training program. Sir Stephen House, the Chief Constable, welcomed the delegates, emphasizing that the purpose of the program was not for Police Scotland to “teach” the U.S. officials how to do their jobs. He noted that when it comes to preventing and investigating violent crime, especially gun crime, U.S. law enforcement agencies are among the most experienced and knowledgeable in the world.

He said the program was designed to be a collaborative learning and professional development experience for everyone. He hoped that members of the U.S. delegation would leave with new ideas on how to deal with edged-weapon offenders and other challenges.

Day 2: The National Decision Model, Use of Force, and Tactical Communications

The second day focused on tactics and communications for handling subjects who are unarmed or have weapons such as a knife or baseball bat. The sessions included classroom discussions and observation of scenario-based training exercises.

Minimum force to achieve a lawful purpose

Police Scotland officials emphasized that any use of force in Scotland is governed by the following standard:

“Police officers have a duty to use the minimum amount of force to achieve a lawful purpose.”

Officials noted that today’s standard is, in many ways, an updated version of the principle that British statesman Sir Robert Peel expressed back in 1829:

“Police use physical force to the extent necessary to secure observance of the law and to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.”

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For Insight into Today’s Use-of-Force Issues, Look Back Two Centuries to Sir Robert Peel

In reflecting on the issues surrounding today’s debate on police use of force, Robert Olson, a past president of PERF with four decades of policing experience in the United States and Ireland, suggests that law enforcement leaders look to the past for some guidance—specifically to Sir Robert Peel’s principles of policing.

By Robert K. Olson

Early in the 19th Century, Sir Robert Peel was credited with outlining nine basic principles of policing that guided the newly created Metropolitan Police Service of London. Nearly two centuries later, Peel’s principles would become the foundation for the development of modern-day community-oriented policing in the United States and around the world.

Two of Peel’s principles are particularly relevant to the current issues being raised in the United States around police use of force:

Principle #4: To recognize always that the extent to which the co-operation of the public can be secured diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives.

Principle #6: To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public co-operation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.



When Things Go Wrong, Officers Unfairly Get Blamed

These principles are simply stated, but complex in how they are institutionalized in modern American police culture and its thousands of large and small policing organizations that serve increasingly diverse populations. Within those state, county and local departments, come many examples—both good and poor—of leadership, governance, intrusive supervision, operational policies, training, and public oversight.

As a result, when things go wrong, it is often the individual police officer, who had nothing to do with the development of the policies, training, and management oversight, who is pilloried for unfortunate incidents that serve to reinforce negative stereotypes of the policing profession.

No honest police officer starts the day with the intention to physically harm another human being. Officers know that the profession they have chosen is a dangerous one, and they must be made aware of and accept the risks involved. Police leaders have an obligation to provide their officers with the tools, skills, and support they need to be prepared for and deal with that danger, while at the same time protecting themselves, the citizens they serve, and even the suspected offenders they arrest from physical harm.

But recent history and heightened national media attention have demonstrated that it doesn’t always happen that way. American policing is facing serious challenges on the often tragic outcomes of its use-of-force policies, training, and tactics. This is undermining the public’s support of the police and its perception of procedural justice and police legitimacy.

A Safer Policing Environment for Residents and Officers

PERF’s 30 Guiding Principles on police use of force closely reflect Sir Robert Peel’s thinking on this topic. If accepted and implemented, the PERF 30 will raise the standard for use of force by the police from being just “objectively reasonable” to a more holistic, comprehensive approach that recognizes the sanctity of life for victims and perpetrators, who, in America, are innocent until proven guilty. Nationwide implementation will

result in a safer policing environment for residents and officers alike, and will ultimately lead to a higher level of community confidence in their police services.

Recent incidents in Ferguson, Cleveland, Chicago, North Charleston, San Francisco, and other communities should serve as wake-up calls for America's police leaders to take a fresh look at Sir Robert Peel's principles. Maybe then American policing can fully realize what is perhaps his most foundational principle of all:

Principle #7: To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

Robert K. Olson started his career with the Omaha, Nebraska Police Department, rising to the rank of Deputy Chief of Police. He went on to serve as chief executive of three police agencies: Corpus Christi, Texas; Yonkers, New York; and Minneapolis, where he served as Chief of Police for nine years before retiring in 2004. A past president of PERF and long-time member of the Major Cities Chiefs Association, Olson is currently the chief inspector of the Garda Siochana Inspectorate in Dublin, Ireland.

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Police Scotland uses the acronym “PLANE” as a test of whether an officer's use of force is reasonable and meets the standard of what is expected. PLANE stands for:

- **Proportionate.** The action must be proportionate given all of the circumstances; the action is not proportionate if a less injurious alternative existed to meet the same lawful objective.
- **Lawful.** There must be a legal basis for taking action.
- **Accountable.** Officers must be able to explain why they chose a particular option (justification), as well as what other options were available and why those were not chosen (preclusion).
- **Necessary.** The action must be required to carry out an officer's lawful duty, absent another tactical option.
- **Ethical.** The action must reflect the values of Police Scotland: fairness, integrity, respect, and human rights.

Like the National Decision Model, the PLANE acronym is not simply a slogan in Police Scotland. Rather, PLANE is a reasonableness test that officers are trained in and use on a regular basis. It is second-nature to members of Police Scotland, and something that officers know they will be expected to explain and account for.

Officer safety training

Sergeant James Young, a 20-year police veteran, is the National Lead Coordinator for Officer Safety Training for Police Scotland. He described in detail for the U.S. delegation how Police Scotland delivers officer safety training. He emphasized that all operational skills training is provided within the framework of the National Decision Model; training on the NDM and on officer safety are integrated.

All new officers in the Police Scotland College receive 40 hours of officer safety training. Then, once a year, all officers must complete eight hours of retraining on officer safety. Unless an officer completes the required annual recertification, he or she cannot return to duty.

Because only a small percentage of officers carry firearms, the officer safety training focuses on areas such as tactical communications, tactical positioning, teamwork, and de-escalation. Sergeant Young said that in the past, Police Scotland focused much of its officer safety training on techniques, as opposed to tactics. More recently, the agency has shifted its training focus to tactics and decision making, as described below:

Tactical communications

Sergeant Young described how communication is always considered to be the first option to achieve control of a situation and is used throughout any encounter. He said communication is important not only to de-escalate already tense encounters, but also to prevent situations from escalating in the first place.

In Police Scotland, officers are taught a five-step Positive Style of Tactical Communications. Sergeant Young explained the model in the context of a person with a knife scenario.

1. Ethical appeal

Ask—most people will respond to a direct request from an officer.

In a person with a knife scenario, to make their position clear, officers would ask the subject to drop the weapon. This would be done using a low clear tone and “please” and “thank you.” Officers are taught to repeat this request no more than three times.

2. Reasonable appeal and explanation

Explain the reason for the request, what law has been broken, and what conduct caused the request.

Alongside open-ended questions and basic negotiation skills, officers would explain the reason for the request to drop the weapon. Officers would try to explain that possession of a knife and the subject’s behavior is a criminal offense and that persons have been concerned enough to contact the police.

3. Personal appeal and explanation

Explain to the subject what they can expect to gain or lose, for example in terms of time, money, reputation, or family. Options can also be created for them.

Again, alongside basic negotiation skills (which may have to incorporate reacting to the subject), officers would bring in what the subject has to lose. This could include phrases such as, “What will your family think?” and “If you go to jail for longer, you won’t see your family or friends.” Here officers make requests and conversation personal to the subject. Care is taken not to mention certain issues that the subject may have already mentioned that may cause anger (e.g., loss of a family member).

4. Practical appeal and explanation

Inform the subject what is required of them. Officers would not use the term “comply” but rather “cooperate,” as this serves to demonstrate working together toward a resolution.

This is a last resort and should only be used when persuasion and negotiations have failed. Here officers are confirming that the subject will not drop the knife. The phrase, “Is there anything I can reasonably do or say to make you cooperate with me?” is very useful, especially if said loudly enough for the public to hear. This phrase can send the signal that this may be the last line of dialogue before taking physical action.

5. Action

A physical force option. This is a necessity because of the subject’s continued or escalating resistance. Officers should choose a force option based on their perception of the resistance offered and other impact factors.

Officers would only use a physical force option if the subject’s behavior escalated or there was an immediate threat to life or safety. That force option would have to meet the PLANE test of reasonableness, meaning the actions would have to be proportionate, lawful, accountable, necessary, and ethical. Otherwise, officers would continue to engage in tactical communications with the subject.

De-escalation: In conjunction with their tactical communications training, Police Scotland officers are trained in other de-escalation tactics. These include identifying danger signs early on (presence of weapons, signs of mental instability, etc.), approaching the subject calmly, and not mirroring the subject’s aggression with aggression of their own.

De-escalation also involves keeping a low voice and an even tone whenever possible, asking open-ended questions, and *listening carefully to the answers*. By asking questions and paying attention to the answers, officers may obtain key information about the subject and the situation that provides a way to resolve the incident. For example, an officer may be able to ascertain whether a person experiencing a mental health crisis has stopped taking medication. Engaging in a conversation with the subject also can give officers opportunities to make a personal connection with the subject, which can build trust and further support de-escalation. Finally, officers are trained to avoid making threats or sounding defensive or sarcastic.

Tactical positioning: How and where officers position themselves is a major element of officer safety training. Police Scotland officials are trained in the concept of a “reaction gap,” or maintaining a minimum space of 4-6 feet from the subject, more if the circumstances dictate (such as the presence of weapon).

Tactical positioning emphasizes maintaining one “contact officer,” who focuses on communications and negotiations, and one “cover officer,” who focuses on containment and safety.

For offenders with edged weapons specifically, Police Scotland officers are trained to follow the CUTT approach:

- Create distance
- Use cover
- Transmit information to the control center (Dispatch)
- Tactically reposition as needed

Seeing the training in action

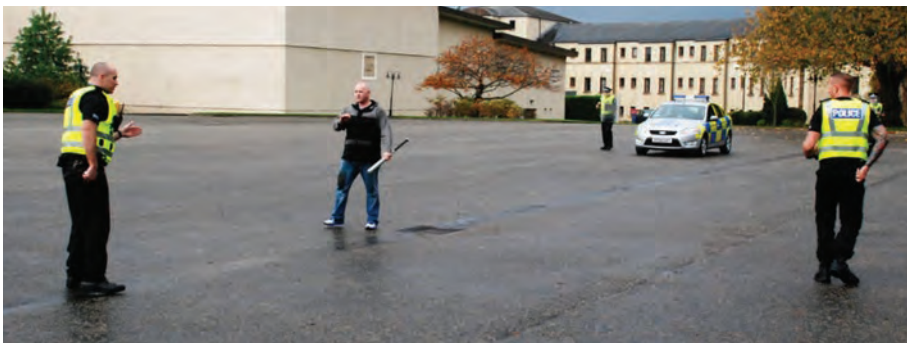
Following the classroom discussion, the U.S. delegation witnessed how the National Decision Model and the concepts of tactical communications, de-escalation, and tactical positioning, as well as batons, chemical spray, and personal protection shields, are applied in real-life settings.

Police Scotland trainers presented three scenarios, all based on actual incidents that the agency had recently handled.



Video available at
<https://www.youtube.com/watch?v=hSRMMeHg52A>

Scenario 1 – Traffic stop: Following a traffic stop, the driver exited the vehicle and started to walk away, dropping a bag of drugs on the ground. Officers formed a “tactical L” position, established a reaction gap and contact-and-cover assignments, communicated with the combative subject, and eventually used a hands-on maneuver to gain control.



Video available at
<https://www.youtube.com/watch?v=GBnqjYO27XQ>

Scenario 2 – Man with mental illness wielding a baseball bat: Officers responded to a man with obvious mental illness wandering the street with a baseball bat. As the subject advanced toward their police car, the officers backed the vehicle up to maintain a safe distance. Once they exited the vehicle, officers established tactical positioning and communications, maintaining a larger reaction gap and a slightly higher profile with their baton and chemical spray because of the possible threat posed by the baseball bat. Officers used communication techniques appropriate for an individual experiencing a mental health crisis (for example, the officers removed their hats to enhance eye contact), and eventually convinced the subject to drop the bat and surrender.



Video available at
https://www.youtube.com/watch?v=W1Oc0mNh_L8

Scenario 3 – Domestic incident, man with a knife: Officers responded to a domestic dispute on the street and separated the man and woman. As they began engaging the man, he pulled a knife, at which point the officers tactically repositioned and used their vehicle as cover. One officer drew his baton, the other his chemical spray. The contact officer maintained communication with the subject, and the officers repositioned as the subject moved. Backup officers arrived and deployed personal protection shields. When the subject moved aggressively toward one of the officers, the officer deployed his chemical spray, and the subject was apprehended.

Each of the demonstrations lasted several minutes, as the officers began and maintained communications with the subject, used cover and distance, and tactically repositioned themselves as circumstances dictated. The actual incidents upon which the scenarios are based took much longer to resolve.

Police Scotland officials emphasized that their approach is not to rush or confront a subject (unless the subject poses an imminent threat to someone else), but to slow these types of situations down and de-escalate as much as possible. The more time officers have, the more opportunities they create to gather information, consider possible solutions, develop plans, summon additional resources, and hopefully convince the subject to comply.

Takeaways from the scenario-based training

In follow-up discussions with Police Scotland members, the U.S. police officials offered a number of observations regarding communications, tactics, and equipment use.

COMMUNICATIONS

- **Call the subject by his name:** In all three scenarios, officers worked quickly to get the name of the subject; then, throughout their communications, they addressed him by his name.
- **Ask open-ended questions:** As opposed to simply barking orders (*e.g.*, “Put down the baseball bat!”), officers asked open-ended questions and listened to the answers. For example, when the person with mental illness said he wanted to go somewhere, the officers asked, “Where?” When he said, “To the hospital,” they replied, “Which hospital?” Asking open-ended questions not

only maintained the dialogue, but also provided the officers with valuable information about the subject and what may have triggered his behavior.

- **Take steps to put the person at ease:** In some instances, the officers took their police hats off and put them on the ground. Officers have been trained that some subjects, especially those with a mental illness, react more positively to verbal communications when they can see the other person's eyes.
- **Try different approaches to making a connection:** Officers maintained communication throughout each encounter, even as the threat level increased (such as when the subject pulled a knife in Scenario 3). At the same time, if one communications approach did not work with a subject, then the officers pivoted and tried a different approach.
- **Explain what you're doing:** For the most part, officers explained the actions they were about to take, such as when they were handcuffing the subject. And for the subject with mental health issues, the officers offered reassurance, compassion, and help.

TACTICS

- **“Contact” and “cover” roles:** Officers demonstrated teamwork by establishing “contact” and “cover” roles in all scenarios and sound positioning (through a “tactical L”). (Because Scotland has a legal provision requiring that all police actions be corroborated by a second officer, Police Scotland must staff two-officer cars at all times, which enhances both teamwork and officer safety.) The contact officer was the primary communicator with the subject, with the cover officer focused on safety and containment. If the subject tried to communicate with the cover officer, he or she deflected the subject back to the contact officer.
- **Create and maintain a “safe zone” as conditions change:** Officers used distance and cover throughout the scenarios. When the subject with the baseball bat in Scenario 2 approached the police car, the officers backed up to create distance. And as the threat changed (for example, the subject in Scenario 3 displayed a knife), the officers widened their reaction gap, used their vehicle as cover, and adopted a higher profile with their less-lethal weapons (baton and chemical spray).
- **Hand positioning:** Police Scotland officers are trained in how to position their hands when engaging a subject. Specifically, officers are taught to keep one hand, open palm, in front of them—both as a signal of calm and reassurance to the subject and to enable the officer to quickly engage physically if necessary. The other hand is used to ready their baton or chemical spray. Officers were disciplined throughout the scenarios in maintaining their hand positioning.
- **Consider the nature of a threat, not just the weapon itself:** Police Scotland officers are trained to look not solely at the weapon a subject may possess, but also at the threat it poses. Is the knife being swung about, and if so, is it being done offensively or defensively? (A person with a mental illness may see others as aggressors, and so he might swing his knife in a defensive manner to keep people away.) The threat posed by the weapon, and not just the

presence of the weapon itself, helps determine the specific tactics that are employed.

EQUIPMENT

- **Protective shields:** In Scenario 3 (as well as other scenarios the next day), officers made use of personal protection shields—3-foot clear acrylic devices that are kept in most patrol vehicles. Police Scotland officials explained that the personal protection shields would not be used to proactively confront a subject with a knife. (The shields offer limited knife protection and have no ballistic capability.) *Rather, the shields are considered as an extra measure of protection for surrounding and containing a subject who is unarmed.*
- **PAVA spray provides a more concentrated, controllable stream than traditional CS spray:** In Scenario 3, officers neutralized the aggressive subject who had a knife using chemical spray. Police Scotland recently moved away from traditional CS spray and adopted an alternative called PAVA (pelargonic acid vanillylamide). Unlike CS and OC sprays, PAVA has a more concentrated stream that is more accurate, minimizes cross-contamination with other officers, and is not flammable, meaning it can be used in conjunction with an Electronic Control Weapon. In Police Scotland, the PAVA canister is tethered to the officer's uniform using Kevlar cords, which reduces the likelihood of it being dropped or taken away.

Day 3: Use of Force Guidance, Public Order And Firearms Situations

On the third day, the delegation traveled to the Police Scotland College facility in Jackton, and focused on the use of the National Decision Model, de-escalation techniques, and specialized equipment in more challenging and dynamic situations. As with the previous day, this session included both classroom discussions and scenario-based training. The Jackton facility includes realistic indoor and outdoor structures, including a mock city block, for conducting scenario-based training.



Video available at
https://www.youtube.com/watch?v=30fd9H34x_w

Handling Violent Deranged Persons

Police Scotland has specially trained teams of Public Order officers who respond to particularly violent or deranged persons (who often are armed with edged weapons), as well as public protest activity. Somewhat similar in organization and mission to specialized tactical units in the United States, the Public Order teams receive extensive initial and ongoing training, and they carry more specialized equipment, including larger (5-foot) acrylic shields. However, Public Order officers do not carry firearms; only specially trained Firearms officers are armed with side arms.

A mainstay of Public Order work is methods of entry for barricaded persons and securing violent deranged persons (VDPs). Police Scotland handles about 100 VDP cases a year. In about 10 percent of those cases, Public Order and Firearms officers deploy jointly. The primary approach in VDP cases is to contain and negotiate, and the Public Order officers rely on the National Decision Model throughout the process.



A sample of edged weapons confiscated by Police Scotland officers

Using teamwork, communications, and shields

Police Scotland trainers conducted a series of scenarios involving a drunken tenant in an apartment building, inside a room and armed with a baseball bat. Multiple teams of Public Order officers using interlocking protective shields secured both the door and windows to the room. As they did in nearly all critical incidents, officers immediately initiated communication with the subject in a calm, even tone.

In the first scenario, the officers used their communications skills to convince the VDP to drop his bat, show the officers that he didn't have other weapons, and come to the door to be handcuffed.

In the second scenario, the VDP became more combative, repeatedly slamming the wooden bat against the shields of the officers positioned at the door, eventually breaking the bat. Even throughout this chaotic, up-close encounter, officers maintained their position behind the shields and continued to communicate. After the bat broke, a team of three officers behind their shields entered the room, pinned the subject in a corner and secured him.

In the third scenario in the series, the VDP became even more combative, yet officers continued to use their tactical communications. This time, when the Public Order officers made their entry, the VDP aggressively fought back. The officers repositioned to the door, reassessed the threat, and made subsequent entries when appropriate. As one entry team grew tired, they were replaced by another team of three officers. The multiple cycles of entry, reposition, and re-entry eventually wore the subject down and he was secured. Police Scotland trainers noted that in a real-world setting, this type of operation could go on for hours. They acknowledged that it is extremely resource-intensive, with multiple teams of Public Order officers required.

In the fourth scenario of the day, a man on the street being questioned by two regular patrol officers displayed a knife and barricaded himself in a nearby building. The patrol officers requested Public Order officers who responded

to the scene, secured the building, and immediately initiated and maintained communication. Once the VDP dropped his knife, teams of Public Order officers made entry, again behind their shields, and secured the individual.

Similarities with the NYPD ESU

Interestingly, when PERF visited the New York City Police Department Emergency Service Unit (ESU) in December 2015, one scenario the ESU demonstrated was almost identical to the Public Order scenarios in Scotland: a person with mental illness holed up in a room brandishing a weapon other than a firearm (in this case, a pickaxe and a baseball bat).

PERF staff members were also struck by how similar the ESU's tactical response was to what they saw with the Public Order officers in Scotland:

- Initiating and maintaining *communication* throughout;
- Using *shields* as personal protection;
- Relying on *teamwork and tactical positioning*; and
- Taking as much *time* as needed to safely resolve the situation.



NYPD Emergency Service Unit officers demonstrate a response to a mentally ill man barricaded in a room with a pickaxe. Video available at <https://www.youtube.com/watch?v=ullwySDTI84>

Public Riot and Firearms Scenarios

Later in the day, Police Scotland demonstrated how its Public Order officers respond to public disturbance or riot situations, including some involving “petrol bombs.” Teamwork, communications among officers, use of shields, and tactical positioning and re-positioning were critically important.

Finally, Police Scotland discussed and demonstrated how their Firearms officers respond to the rare occasions where police encounter a subject armed with a firearm, or other extremely dangerous circumstances where the deployment of Firearms officers is needed. Officials acknowledged that U.S. police forces have far more experience in confronting armed offenders than does Police Scotland, but felt it would be useful for the U.S. delegation to see how their Firearms officers operate through a series of scenarios. Police Scotland officials emphasized that even in firearms situations, officers use the National Decision Model (albeit more rapidly than in other circumstances), consider their code of ethics, and weigh the proportionality of their actions.

After viewing four different scenarios involving Firearms officers in Scotland, the U.S. officials made several observations:

Shoot and re-assess: Police Scotland Firearms officers are trained to shoot, re-assess the threat, and shoot again only if needed to further mitigate the threat. This is similar to the “two-shot” concept that some U.S. police agencies have utilized.

Tethered weapons: Officers’ firearms are tethered to their uniforms with Kevlar cords that cannot be cut or snapped. This helps prevent officers from losing control of their weapons during physical encounters.

Render first aid: Police Scotland officers are trained and expected to immediately render first aid to any subject they shoot or otherwise injure. First-aid kits are maintained in police vehicles. In the scenarios that resulted in a shooting, one officer maintained control of the offender, while the other officer retrieved the first-aid kit.

Day 4: Observations and Analysis

The fourth day of the program consisted largely of an open discussion among the U.S. and Police Scotland officials, reviewing the information and scenarios from the previous three days and discussing key takeaways that could be applied in U.S. police agencies.

Each of the U.S. police executives had an opportunity to share his or her thoughts and impressions (see pp. 106–113). Some of the broad themes mentioned by several of the U.S. participants included the following:

- **Values:** Police Scotland is a values-driven organization, and those values are reinforced throughout training and operations. The code of ethics and respect for human rights lie at the center of the National Decision Model.
- **Communications skills:** Police Scotland officers are recruited for their communications skills, and *those skills are taught, reinforced, and used throughout their careers*. Almost every encounter an officer has starts with calm and even communications with the subject, and officers maintain communications throughout.

Several American police executives noted that in the United States, as officers have been issued a wider variety of sophisticated equipment and technology, there has been a tendency to de-emphasize the importance of communications skills.

- **Training academy culture:** The culture of Police Scotland College reflects the mission, values, and priorities of the agency as a whole. Several U.S. police executives noted that this is not always the case in U.S. police agencies, in part because of the fragmentation of policing among 18,000 different agencies. Many times, police chiefs aren’t fully aware of what is being taught in their academies, and they are surprised when they learn that outmoded concepts that conflict with the department’s vision are still being presented in their academies. This problem can be especially challenging for agencies that rely on state or regional academies to train their recruit officers.

Creating and sustaining the appropriate culture in all training—recruit, field training, and in-service—is essential to moving organizations forward, the U.S. officials agreed.

- **SWAT-like tactics in Patrol:** Many of the tactics employed by specialized tactical teams in the United States—using distance and cover, taking the time to develop and execute a plan, teamwork, and negotiations, to name a few—are used by Police Scotland’s regular patrol officers in everyday encounters and critical incidents, including in situations with offenders armed with knives and other non-firearm weapons. Many U.S. police executives noted that bringing these same tactics and discipline to U.S. patrol officers would enhance the safety of both the officers and the public.
- **Decision-making model:** Police Scotland has managed to instill the National Decision Model in everything that its sworn employees do. Officers understand and can articulate the model, and it appears to be beneficial in helping officers not only respond to incidents more carefully, consistently, and effectively, but also to explain their actions after the fact. U.S. officials felt that with the right model and effective training, this concept could work for American police agencies as well.
- **Proportionality of responses:** Rather than focusing solely on the “could” (“Am I legally empowered to take this action?”), Police Scotland officers also must consider the “should” (“Is this an appropriate, proportional response to the threat I am facing?”).
- **Equipment:** Many of the U.S. officials were very interested in how Police Scotland uses personal protection shields, not only in barricade situations and other highly critical incidents, but also in many everyday encounters with combative individuals. Also of interest was the PAVA spray alternative to traditional OC and CS sprays. In addition, American police officials were interested in how chemical spray canisters and firearms are tethered to officers’ uniforms using Kevlar cords, which reduces the risk of the weapons being lost or taken.

Conclusion

For the U.S. police executives who participated, the Police Scotland field visit added to their understanding of the issues surrounding police use of force, and pointed toward some concrete steps that police agencies in the United States could consider and adopt.

The delegation recognized that not everything in Scotland is applicable to U.S. policing. The United States and Scotland have different cultures and police face different threats, including the serious threat of gun violence in the United States that is not found in Scotland. But with respect to persons with mental illness or those who are unarmed, or are armed with knives or other weapons but not a firearm, the challenges are similar, as Chief Constable Sir Stephen House said, and the approaches used by Police Scotland are instructive. Police Scotland’s demonstrations of their training and tactics showed how new concepts can be put into operation.

PERF is grateful to the leadership and staff of Police Scotland for their generosity and their commitment to advancing the policing profession on both sides of the Atlantic Ocean.

Following are a number of quotations from police officials who participated in the sessions at Police Scotland's College at Tulliallan Castle, at the final wrap-up meeting:

Montgomery County, MD Police Chief Tom Manger:

*We Need to Get Away from Thinking
Patrol Officers Must Resolve Incidents Quickly*

I thought this whole week about what if I had the typical use-of-force instructor sitting next to me, and how they could just summarily dismiss so many of the things that we've seen here. But I think the fear of the worst situation has guided all of our philosophies toward use of force.

We have to get out of the mindset that our patrol officers just have to get the job done quickly. We've got to take more time.

We all know that hiring the right people in the first place is the long-term strategy to changing an organization. Chief Inspector Higgins talked about spending an entire day doing competency interviews to look for things like communication, teamwork, respect for diversity, problem solving, personal awareness, job knowledge, partnership work, service delivery, and leadership. Spending a whole day looking for people with those qualities is a great way to make sure you're hiring the right people.

I'm not big on slogans, but while talking about use of force, someone said, "Communication is our first option." I love that.



Richmond, CA Police Chief Allwyn Brown:

It's Important to Value Human Dignity

One thing that resonated with me was the genuine value placed on human dignity. I'm not saying that we don't have that, but sometimes it gets lost in a rapidly evolving critical incident or in our busier districts. And being here was validation because we have re-engineered our approach in Richmond. We don't really use the buzzword "community policing," because we think it's a philosophy that needs to permeate through the entire organization.



Washington, DC Assistant Police Chief Kim Missouri:

*We Are Trying to Determine Why
Some Officers Use Force More Often than Their Peers*

Police officers have a desire to preserve human life, but we're also taught to do what is necessary to stop the threat and to go home safely. Unfortunately, that sometimes includes the use of justified, deadly force. But as we saw in the scenarios, sometimes there can be other options.

Chief Lanier wants to start looking at officers who frequently use force and figure out why they are using force more often than their peers. We want to see what kind of tools and training we can provide those individuals to help them approach certain situations to reduce the likelihood of having to resort to force.



Daytona Beach, FL Police Chief Mike Chitwood:

*Scotland Has an Interesting Approach
To Recruiting the Right Officers*

I think somewhere along the way we in American policing have lost the ability to realize why we took this job. It was to protect the sanctity of human life.

I was impressed by how Police Scotland looks at the entire picture of the recruit candidate. It's not the fastest runner or the best test-taker. It's looking for a certain type of individual who we believe is going to fit into our organization.



Los Angeles Assistant Police Chief Michel Moore:

We Constantly Reinforce Our Values

We are a value-based organization. We constantly reinforce that. That's something that all of us in American law enforcement need to reinforce with our people.



Anne Arundel County, MD Deputy Police Chief Pam Davis:

Your Officers Convey Respect to Your Citizens

I really feel your department has legitimacy with your citizens. In the scenarios we saw, your officers explained everything they were going to do. First they made contact with the person and asked their name. They made them feel like they respected them. I think we've all probably heard complaints where the citizen said, "All I wanted was for the officer to tell me why he stopped me."



Denver Deputy Police Chief Matt Murray:

*Police Scotland Focuses on Proportionality,
Not Just Legality*

My chief, R.C. White, always says that policing has changed, but the police have not. And so his focus is on culture.

We repeatedly heard three things here about use of force: proportionate, lawful, and necessary. We focus a lot on lawful. I don't know that I've heard those three words used together before when talking about use of force.



Baltimore Police Major Sheree Briscoe:

*Police Scotland Has Women
In Leadership Positions*

I'm impressed with the diversity and inclusiveness of your agency, especially that 29% of your force is female, and women are in specialized positions and oversee specialized positions. Additionally, members appear to feel no matter what their specialty, gender, or any other qualifiers, they are welcome at the table and have something to contribute.

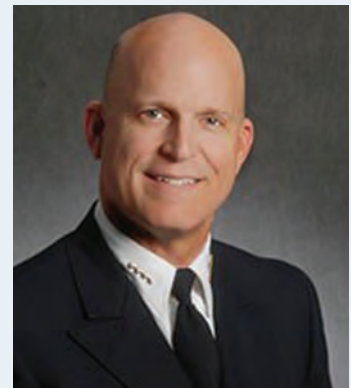


Metropolitan Nashville Deputy Police Chief Brian Johnson:

*Police Scotland, Like Nashville Police,
Are Using an Assessment Process in Hiring*

For any of these things to work, you have to have the right people. For me it was validating to hear that Police Scotland uses an assessment process in hiring, because we just started doing the same thing in Nashville six to nine months ago. We haven't been doing it long enough to see if it will significantly change the number or type of people we attract, but we have to understand that we need people with the ability to communicate.

We've seen here in Scotland that communication actually provides legitimacy. When you're talking to the person you're about to place in custody and telling them each and every thing you're doing, along with why you're doing it, you can gain compliance that you normally may not get.



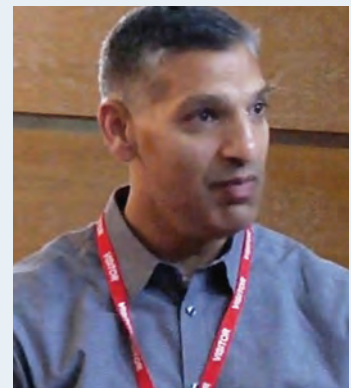
Prince George's County, MD Police Chief of Staff Samir Patel:

*Communication Skills Are Essential
And Can Reduce the Need for Force*

Our recruits brace the wall—it's very militaristic. They're not allowed to talk to other people. Your officers say hello to everyone in the hallway for months at the academy, and I'm sure that skill-set goes with them out into the community.

We are in a rush to handle calls for service so we can go back in service. But it's a cycle for us, because we go to the same addresses over and over and over. If we took the time the first time, maybe we wouldn't have to go there the 3rd, 4th, 5th, and 6th time.

I noticed through your whole process you're telling your suspect what you're going to be doing and what the next step is. We don't, at least not in my agency. And if you communicate, you may be able to resolve the situation without force.



New York City Police Assistant Chief Theresa Shortell:

You Forget to Negotiate If You're Worried About Rushing to the Next Call

We forgot to negotiate in New York because we were too worried about our response time—how long you were at that job, if you can get to the next job, how many jobs you did on a shift. We need to slow it down.



Houston Executive Assistant Police Chief George Buenik:

You Can Achieve Positive Results Without Using Deadly Force

In America, when we get to a scene and someone has a bat, the first thing we're doing is pulling a gun. If we're confronted by someone with a large rock or brick, we're going to pull a gun out. Same thing with a knife. What we saw in your scenarios is that you can achieve positive results without using deadly force and, in most circumstances, without even pulling your weapon out at all.



Brookline, MA Police Chief Dan O'Leary:

Simply Explaining What You Are Doing Can Reduce Complaints

The conversations that you have with everybody from the ordinary citizens to the people you're about to put in handcuffs really resonate. That's how to get people who might not like what you're doing to at least understand it, so they don't feel like they were treated badly. It reduces complaints and reduces the number of people who dislike you.



Miami Beach, FL Deputy Police Chief Laurretta Hill:

I Appreciate Seeing Your Training Scenarios

It was great to see the practical application of your approach in the scenarios. There are some things, including training and equipment, that I can take right back to our special response teams and mobile field force teams.



Houston Police Chief Charles McClelland:

*De-escalation and Officer Safety
Have To Be Woven Together*

You have a set of core values that permeates throughout all of your members. It's very obvious and very genuine.

De-escalation and officer safety have to be woven together in our agencies. Doing things differently increases officers' safety and improves police-community relations. To do things differently, we have to show officers why it's in their interest to change.

We're trying to accomplish that mechanically by putting body cameras on every police officer in America. You have been able to get your officers to behave differently without putting a camera on every officer.



**Federal Law Enforcement Training Centers
Assistant Director Dominick Braccio:**

*We Need to Expand Critical Thinking Skills and De-Escalation,
And Not Just Train for Worst-Case Scenarios*

When we teach use of force, we teach officers to be able to articulate if what they've done was legally permissible and reasonable. While we emphasize the legally permissible part, we must also focus on the reasonableness.

I think we would benefit by expanding critical thinking in our training. When you look at the cycle you go through as part of the NDM model, I think that becomes part of the cognitive conditioning of your officers. Since we cannot train for every eventuality, we need to look at how we can better integrate that into our training.

When we conduct scenario-based training, we should allow for more scenarios where we can de-escalate situations. Once we identify the scenario is not a firearm situation and perhaps may involve a mental health issue, we need to have options to de-escalate the situation with less force, while still keeping the officer safe. Then we are giving the officer options and we're not just preparing or training worst-case scenarios.



Prince William County, VA Police Chief Steve Hudson:

*It Will Be Challenging to Teach Our Officers
That It's OK to Slow a Situation Down*

Clearly, time and distance are so key. We've been preaching that in the U.S. for years, but we don't have the level of patience that you have instilled in your officers. We have to be less quick to make that force decision. To teach our people that they may need to back up, and maybe repeatedly, is going to be a process that may take some time.

We are so disparate and diverse in the U.S., with 18,000 agencies, and the level of quality and professionalism can vary so wildly. So I think all of us really have to take the mantle in terms of trying to improve the consistency of high levels of professionalism, high levels of character, and high levels of policy and use-of-force deployment, because we're all perceived by the worst examples that come to light. They're so rare, but they drive the public perception, so that level of consistency has to improve.



Chicago Police Chief of Crime Control Strategies Robert Tracy:

*This Is About Not Getting into Situations
Where You Have to Use Deadly Force*

It's about slowing things down, backing up, and not getting into those situations where you have to use deadly force. We're getting better, but we're not where we need to be.



Phoenix Executive Assistant Police Chief Dave Harvey:

*We Need to Show Compassion
For Emotionally Disturbed Persons*

I think in the United States we deal with mental health cases or emotionally disturbed people as criminals. We have programs throughout the United States to train officers for these incidents, but I think that's going to be something that we have to do for all our officers so that we handle those emotionally disturbed people with compassion.

Our law talks about the reasonableness of an officer and the imminent threat of serious physical injury or death, so when we encounter suspects and we are in fear for our life, we use force and sometimes those people are unarmed. So I think we have to reevaluate that decision-making model to better determine what we think and feel, versus what we know.



U.S. Border Patrol Deputy Chief Ron Vitiello:

*We Are Well on Our Way to Reforms
On De-Escalation and Communications*

We were late to the party on de-escalation. Our training was on proficiency and not on things like communication and de-escalation. We're now well on our way in our reforms.

I was very impressed during the demonstration when your officer articulated why he did what he did as they were "spinning the model" during the situation. I think that NDM model has applicability for all of us in this room. And I think it could help us collaborate with each other, because if we all have a common model we can better communicate between agencies.



ATF Assistant Director Michael Gleysteen:

*Most People We Deal with Have Firearms,
But We Too Can Look at De-Escalation*

In so many of our operations, ATF agents encounter individuals who are in possession of, or in close proximity to, firearms. For this reason, ATF training places a high emphasis on firearms skills and marksmanship. This is important for the safety of our agents and the public they protect.

But equally important is a critical need for a training component that teaches tactical pause and de-escalation techniques, both of which need to be commonplace through scenario-based training. ATF agents are required to qualify quarterly with a multitude of duty firearms, and train several times each year with less-lethal devices. We need to devote equal time for de-escalation training.



Baltimore County, MD Police Chief Jim Johnson:

Lightweight Shields Can Be a Very Effective Tool

I'm particularly interested in using the lightweight shield. We saw that that can be even more forceful than using a Taser, so it's a powerful tool that can be quite appropriate and effective.

You are to be applauded for the mental health and substance abuse treatment that you can receive free here, which is critically important. And as a public safety entity and a society, you are to be commended for holding the line on guns. There are 12,000 Americans killed each and every year by handgun violence, and obviously you found a way to maintain recreational use of firearms but still restrict their use for unlawful purposes.



Boston Police Commissioner William Evans:

Police Should Not Look Like a Military Force

Over the last few years, whether it was responding to demonstrations by Occupy or Black Lives Matter, or some of the major events about sports victories, we went out with a very soft approach. And we've seen how successful that is. It's translated into how we deal with people in everyday situations.

When your officers are training here, they don't look like a military force. They look like they're training to go out and talk to people. I don't think we do that. We train "us against the bad guys." That's something that I'm trying to change.



Fairfax County, VA Police Chief Ed Roessler:

*These Police Scotland Scenarios
Are Exactly What We Are Training to in Fairfax*

As a new chief in the summer of 2013, I contracted with PERF to conduct a thorough use-of-force review of my agency that included analysis of our hiring practices, recruit and in-service training, policies, procedures, and a review our officer-involved shootings from the last decade. The final report concluded with 71 recommendations, which included implementation of the National Decision Model. Since then I've had the opportunity to meet with our Police Scotland colleagues both in the United States and in Scotland to learn more about the model and their training.

In the spring of 2015, prior to the conclusion of the PERF use-of-force review, we began a strategic change process to our hostage/barricade policy and practices. Through policy change and sustained annual training we emphasize slowing situations down, containing and isolating the event, using cover and concealment, evacuating those in harm's way, having dispatchers start negotiations immediately while officers respond to the location, and mandating supervisor and commander responses to the scene to take command.

Additionally, through policy and training we attempt to (when possible) hold the scene for the arrival of specialized personnel resources to respond and assume command and control of the event. This includes call-outs of personnel such as Crisis Intervention Team-trained officers, civilian mobile crisis staff, trained negotiators, and SWAT personnel.

The scenarios we observed in Scotland are exactly what we're training on an annual basis in my department, to sustain a philosophy of the preservation of the sanctity of human life for all involved (officers and community members). Since June of 2015, we are implementing change as related to the 71 PERF recommendations on use of force.

Learning from Police Scotland has afforded a unique opportunity for us to re-engineer all our lines of business as related to use of force. We have relied heavily on many officer-led workgroups to create positive change in our policies and training. Through involving officers of all ranks, we are ensuring that they are safe in all they do and that they embrace the changes they helped create. We are thankful for the continued support of Police Scotland and PERF as we continue to re-engineer our profession in Fairfax County.



Recruiting and Diversity in Police Scotland

Both American and Scottish police officials agreed that recruiting and retaining the right people are key considerations in addressing the use-of-force issue, advancing community policing, and building trust between residents and police. In the United States, there is a growing emphasis on officers' roles as "Guardians" of the community, not simply "Warriors" waging a fight against crime. Finding people who can excel in both roles is viewed by many chiefs as key to long-term success.

As part of the field work at Police Scotland, the U.S. police executives had the opportunity to learn about the officer recruitment and selection process used by Police Scotland. Because it is a values-driven organization, Police Scotland invests heavily in recruiting, screening, and selecting personnel who reflect their core values. Officials emphasized that hiring personnel who possess the ethical foundation needed for the profession helps to minimize problems with performance, misconduct, or excessive force.

On the morning of Day 2, Chief Inspector Allison Higgins led a discussion of Police Scotland's recruiting program. With 21 years of policing experience, she serves as Deputy Recruiting Manager with responsibility for the recruitment and selection of police officers, civilian staff, and volunteer special constables.

Competency-Based Interview and Assessment Center for Recruits

Chief Inspector Higgins noted that before the creation of Police Scotland, recruiting and selection across the eight legacy police forces had been done in different ways, with little consistency in methodology or standards. The formation of a single agency provided the opportunity to create a national recruiting model that is designed to be open, transparent, and fair. To achieve those goals, Police Scotland moved away from traditional approaches that rely on written and physical tests, and adopted an assessment center approach, similar to what many U.S. police agencies use to evaluate and promote their first-line supervisors and middle managers.

The core of the process is a competency-based interview and assessment center that each candidate completes—an entire day of interviews with multiple people, plus exercises. One of the exercises involves putting a group of candidates in a room and asking them to discuss a particular topic of recent interest. The ensuing discussion among the candidates allows assessors to evaluate communication, teamwork, and leadership characteristics, and also to spot any red flags (inappropriate language, sexism, racism, etc.) that may be disqualifiers.

Another exercise could involve having the candidate watch a video, take notes, and then make a presentation. As Chief Inspector Higgins described it, the process is not operationally based, but rather behavior based, and the use of multiple interviewers and assessors reduces the chance of bias.

Lower Attrition Rates Reduce Long-Term Costs

While the up-front costs of this approach are somewhat higher than with more traditional methods, the attrition rate of recruits during training is very low—less than 4 percent. Over time, this reduces the costs associated with getting people into the recruitment pipeline and spending on training for recruits who don't finish the academy. In addition, Police Scotland asserts that the process is fairer, and provides a more comprehensive, rounded, and accurate picture of the people entering the force.

Interestingly, the **Metropolitan Nashville Police Department** recently adopted an assessment center process for its recruit hiring. Thus far, the agency has hired only one partial and one full class of recruits

Competencies assessed during recruit selection

- Communication
- Personal effectiveness
- Teamwork
- Respect for diversity
- Problem solving
- Personal awareness
- Job knowledge
- Partnership working
- Service delivery
- Leadership

under this process, so findings are still incomplete. MNPD officials report that while the new process has not impacted its attrition rate thus far, the agency appears to be attracting candidates with higher levels of education, more relevant experience, and more of the skill sets the department is seeking.

Recruiting and Retaining Women

Police Scotland has also prioritized the hiring of women, and has dramatically increased the number of female officers on the force in recent years. In 2003, women accounted for about 18 percent of the police officers and fewer than 8 percent of the promoted posts throughout Scotland. Today in Police Scotland, women make up close to 30 percent of all officers and 20 percent of promoted posts. A recent recruit class was 38 percent women, the highest in history.

To discuss how Police Scotland has successfully diversified in terms of gender, a panel of female officials held a roundtable discussion on Day 4 of the PERF field visit. The panel included Deputy Chief Constable Rose Fitzpatrick (the highest ranking woman in Police Scotland), Superintendent Suzie Mertes (who chairs the Scottish Women's Development Forum), and Sergeant Claire Fletcher.

Deputy Chief Constable Fitzpatrick noted that research shows that decision making within a group improves when there are a number of viewpoints represented and that women bring special skills, talents, and perspectives to any organization. She also pointed out that police agencies enhance their legitimacy in the community when they are more reflective of the people being served.

Superintendent Mertes outlined a number of steps Police Scotland has taken to achieve its goals of recruiting, retaining, and promoting women. These included opening up all assignments within Police Scotland to women, providing different sizes of equipment to officers based on their physical size, and making fitness tests specific to assignments (the panelists pointed out that these latter changes have also benefitted men who are smaller in stature). Police Scotland has also allowed for some job-sharing and schedule adjustments. In addition, women can continue training while on maternity leave.

Oath of Office Ceremony

At the end of Day 2, the U.S. delegation had the opportunity to attend the Oath of Office ceremony for 83 new members of Police Scotland. Unlike most U.S. agencies, which swear in new officers at the end of their recruit training, Police Scotland administers the oath on the third day that recruits are in the College.

In addition to the traditional aspects of the ceremony, Superintendent Alan Gibson, the Head of Training Delivery at the College, asked some of the new officers to discuss their backgrounds, their interest in policing, and their aspirations for the future. The U.S. police executives were impressed with both the thoughtfulness of the answers and how they were delivered.

In fact, throughout the week, whether in more formal settings or hallway conversations, the U.S. officials noted the communication and conversational skills of the recruit officers. Several people pointed out that in most U.S. police training academies, recruits who encounter a higher-ranking officer are expected to back up against the wall, look straight ahead, and bark out a terse, "Good morning, sir" or "Good afternoon, ma'am." In Police Scotland College, recruits are expected to make eye contact and respectfully engage in conversation with higher-ranking officials and visitors, when appropriate.



Conclusion: The Policing Profession Is Moving Forward

PROGRESS IN POLICING HAS ALMOST ALWAYS COME ABOUT WHEN police leaders recognize the need to “confront the brutal facts,” in the words of *Good to Great* author Jim Collins.⁷⁵

Following are several examples of how the policing profession has advanced when it identified areas for improvement and made important changes.

Sexual assaults: Confronted by serious concerns from victim service providers and others, police leaders recognized weaknesses in sexual assault investigations, efforts to prevent sexual assaults, and treatment of victims. The policing profession dramatically changed policies, protocols, training, and victim services. The FBI expanded the very definition of rape (which had not been changed since the 1920s and which failed to include many types of sexual assaults), because solving a problem begins with knowing the size and nature of it. Much work remains to be done, but the police response to sexual crimes, and services for victims, are far better today than they were a decade ago.⁷⁶

Domestic Violence: Until the late 1980s, many police departments often responded to domestic violence incidents by separating the parties and giving perpetrators warnings, rather than making arrests. Research in 1987–88 found that arresting perpetrators (rather than issuing warnings) deterred further violence, and the policing profession, recognizing that its response had been grossly inadequate, responded with mandatory arrest policies and many

75. Collins is a business consultant and writer who convened a research team to identify the qualities of companies that have achieved greatness, defined in terms of exceptional stock market performance. One of the qualities was a willingness to “confront the brutal facts of their current reality.” In other words, Collins said, “When you start with an honest and diligent effort to determine the truth of your situation, the right decisions often become self-evident.” The best companies have mechanisms for calling attention to information that cannot be ignored, Collins found. See the 2007 PERF report, *Good to Great Policing: Application of Business Management Principles in the Public Sector*, pp. 31-35. <http://www.policeforum.org/free-online-documents>

76. See *Improving the Police Response to Sexual Assault*, PERF, 2012. http://www.policeforum.org/assets/docs/Critical_Issues_Series/improving%20the%20police%20response%20to%20sexual%20assault%202012.pdf

other initiatives to serve and protect victims. While recent research has called into question some of the earlier findings, the policing profession continues to search for the most effective ways of preventing abuse, protecting victims, and working with social service providers to give victims greater options.⁷⁷

Racial issues: The issue of race in policing has implications for community-police trust and ultimately for public safety. For years, some in the policing profession questioned how serious a problem race was, and whether racial profiling even existed. Over time, police leaders came to recognize the existence of racially biased policing and the serious threat it poses to building strong relationships between police and the communities they serve. Police agencies have responded with a variety of strategies, including collecting and analyzing data on vehicle and pedestrian stops, targeted recruiting programs to increase diversity in recruit classes, accountability measures, training officers on implicit bias, mentoring programs, and community outreach units that focus on building relationships with every community in their jurisdictions.⁷⁸ Recognition of the existence of the problem was the first step in moving forward.

Active shooters: In 1999, two students at Columbine High School in Colorado shot and killed 12 students and one teacher, injured 24 more, and then killed themselves. Police from multiple agencies responded but did not enter the school for more than 30 minutes, because their training was based on the concept of containing the situation and waiting for specialized tactical units to arrive. The policing profession confronted the brutal reality that those policies were inadequate, and developed new policies and protocols that call for the first officers on the scene to quickly organize themselves and move in to stop the threat. Today, officers respond effectively to active shooter incidents, saving lives.⁷⁹

Managing major demonstrations: In 1999, more than 40,000 protesters participated in demonstrations in Seattle regarding a World Trade Organization conference. The event is remembered for the violence of the protests and an uncoordinated police response. In response, the policing profession developed new policies and protocols for handling large-scale demonstrations, including: working with demonstration leaders in advance to set up communications, build trust, and coordinate the response; working with neighboring police agencies to establish clear mutual aid agreements; using a “soft” approach whenever possible, keeping officers with riot gear and equipment out of sight

77. See, for example, “PERF Town Hall Meeting Addresses Surprising New Domestic Violence Research.” Subject to Debate, September/October 2014. http://www.policeforum.org/assets/docs/Subject_to_Debate/Debate2014/debate_2014_sepoct.pdf

78. See, for example, the PERF reports, *Advice from Police Chiefs and Community Leaders on Building Trust* (2015), *Constitutional Policing as a Cornerstone of Community Policing*, (2015), *Legitimacy and Procedural Justice: A New Element of Police Leadership* (2014), *Understanding Race Data from Vehicle Stops: A Stakeholder’s Guide* (2005), and *Racially Biased Policing: A Principled Response* (2001). <http://www.policeforum.org/free-online-documents>

79. See the PERF report, *The Police Response to Active Shooter Incidents* (2014) for details about all aspects of these changes. <http://www.policeforum.org/free-online-documents>

but nearby in case they are needed; and other strategies. Today, very large demonstrations often are managed peacefully with few or no arrests by police.⁸⁰

Heroin addiction: Recently, many U.S. cities and towns have seen an epidemic of heroin addiction, which often begins when people take opioid pain medication such as Oxycodone following an injury or surgery. Some users become addicted to the pain killer, and later begin taking heroin because it is cheaper and more easily available than prescription medications, and it has the same effect on the body. Police agencies have responded by shifting from an enforcement-based approach to new ways of helping addicted persons get into treatment programs. Because police officers are often the first to arrive at the scene of a heroin overdose, many departments now train their officers to administer the lifesaving drug Naloxone, which can save the lives of addicts who would otherwise die before the officers' eyes.⁸¹

New York City prohibited shooting at vehicles: In August 1972, a New York City police officer shot and killed an 11-year-old African-American boy while he was fleeing in a stolen car in Staten Island. That incident prompted the NYPD to adopt a new policy prohibiting the use of deadly force at a moving vehicle unless the occupants were using deadly force by means other than the vehicle itself. As highlighted earlier in this report, that policy change produced an immediate and dramatic reduction in officer-involved shootings with no negative impact on officer safety. Over time, this policy has become a best practice in policing and has been adopted by many more agencies.

Memphis revolutionized training for mental health crises: In 1988, Memphis Police officers shot and killed a man with serious mental illness who charged at them with a knife. In response to that incident, the Memphis Police Department formed a partnership with the Memphis Chapter of what is today the National Alliance on Mental Illness (NAMI), as well as mental health providers and two local universities, the University of Memphis and the University of Tennessee. Together, they organized, trained, and implemented a specialized unit within the Memphis Police Department for the express purpose of developing a more effective and safe approach to events involving mental health crises. This was the beginning of the police department's Crisis Intervention Team, or CIT. Today, the "Memphis Model" of CIT has been adopted in hundreds of communities across the country.

Scotland police refocused on officer safety: In June 1994, an officer with the Strathclyde Police Service in Scotland was viciously stabbed to death after responding to a disturbance call in Glasgow's Gorbals district. It was the first such fatal incident in Strathclyde in more than a decade. In response to the tragedy, police services throughout Scotland quickly implemented a number of officer safety initiatives, including improved equipment and more extensive

80. See the PERF report, *Managing Major Events: Best Practices from the Field* (2011). <http://www.policeforum.org/free-online-documents>

81. See the PERF report, *New Challenges for Police: A Heroin Epidemic and Changing Attitudes Toward Marijuana* (2014). <http://www.policeforum.org/free-online-documents>

training. Today, as noted earlier in this report, officers in Police Scotland receive 40 hours of officer safety training in the academy, and they must requalify every year with an additional eight hours of officer safety training.

Confronting today’s brutal facts

Today, the policing profession is confronting some “brutal facts” regarding police use of force and its impact on community-police relationships, public safety, and officer safety:

- We know that on a daily basis, officers perform their jobs with distinction and provide great service. They risk their lives, and this does not always receive the attention it deserves. The good and hard work of police officers in America is being overshadowed by the occurrence of what have been referred to as “lawful but awful” incidents.
- We know that police officers are under the microscope of public scrutiny, and many are feeling misunderstood and undervalued for the service they provide and the sacrifices they make for the community.
- We know that violent crime in some U.S. cities has increased sharply over the last year. Some trace this to a reluctance by officers to police proactively, out of fear that enforcement actions will be captured on video and misinterpreted. And some believe that crime is increasing because community members’ trust in the police has been damaged, so the level of joint efforts between communities and the police has declined.
- We know that attacks on police officers, including ambushes of officers solely because they are police officers, have increased, with horrific incidents in New York City; Prince George’s County, MD; Harford County, MD; Prince William County, VA; Euless, TX; and other locations.

Together, these conditions have produced a combustible mixture that threatens to undermine police effectiveness, the trust between police and community, and ultimately, the safety of residents and police officers alike.

The PERF 30 and the Critical Decision-Making Model: A framework for fundamental change

Leading police officials see the current environment as a new “defining moment” in which the policing profession is being challenged to step up and embrace change.

This report, reflecting the work of hundreds of police chiefs and other law enforcement officers from all ranks, provides a framework for confronting the challenges we face and for moving the profession forward in a safer direction. Our 30 Guiding Principles on police use of force represent the best of new thinking on use of force, as well as strategies that have proven successful for many years in individual agencies. The Critical Decision-Making Model (CDM) offers a training and operational tool to help agencies implement the

Guiding Principles. Together, these two elements provide a new way for police agencies to improve effectiveness and safety in non-firearms situations.

Next steps

PERF is accelerating its efforts to operationalize the PERF 30 and Critical Decision-Making Model. PERF is currently developing a curriculum anchored by the CDM and incorporating the policies, training, tactics, and equipment described in the Guiding Principles.

In the meantime, we are encouraged by the numerous recent examples of police agencies taking steps to implement many of the PERF 30 Guiding Principles (see pages 74–78 for additional examples):

- In Fairfax County, Virginia, the police department has adopted the Critical Decision-Making Model and embedded the CDM in its training on managing critical incidents. In the spirit of openness and transparency, the department invited the news media to observe its re-engineered use-of-force training, including scenarios and interactive virtual training.⁸²
- In San Francisco, the police department has announced new policies and training with an emphasis on de-escalation and using distance and cover to create time.
- In Utah, Massachusetts, and other states, new efforts are under way to train officers in de-escalation and defusing tense situations, especially those involving persons experiencing mental health crises.
- Numerous agencies have adopted or reinforced policies directing officers to render first aid to subjects they injure. News accounts of officer-involved shootings now frequently state that officers promptly provided first aid as emergency medical personnel were responding.

PERF encourages all agencies to review the Guiding Principles, the CDM, and the commentaries and background information in this report, and to incorporate some or all of these concepts in their operations. In doing so, agencies will be part of a national effort to take policing to a higher standard when it comes to police use of force and the safety of officers and the public.

82. Media Advisory: Fairfax County Police Department Use-of-Force Critical Decision-Making Training: Media Day, March 27, 2016. <https://fcpdnews.wordpress.com/2016/03/27/media-advisory-fairfax-county-police-department-use-of-force-critical-decision-making-training-media-day/>

About the Police Executive Research Forum

THE POLICE EXECUTIVE RESEARCH FORUM (PERF) IS AN INDEPENDENT research organization that focuses on critical issues in policing. Since its founding in 1976, PERF has identified best practices on fundamental issues such as reducing police use of force; developing community policing and problem-oriented policing; using technologies to deliver police services to the community; and developing and assessing crime reduction strategies.

PERF strives to advance professionalism in policing and to improve the delivery of police services through the exercise of strong national leadership; public debate of police and criminal justice issues; and research and policy development.

The nature of PERF's work can be seen in the titles of a sample of PERF's reports over the last decade. Most PERF reports are available without charge online at <http://www.policeforum.org/free-online-documents>.

- *Advice from Police Chiefs and Community Leaders on Building Trust: "Ask for Help, Work Together, and Show Respect" (2016)*
- *Re-Engineering Training on Police Use of Force (2015)*
- *Gun Violence: Regional Problems, Partnerships, and Solutions (2015)*
- *Constitutional Policing as a Cornerstone of Community Policing (2015)*
- *Defining Moments for Police Chiefs (2015)*
- *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned (2014)*
- *Local Police Perspectives on State Immigration Policies (2014)*
- *New Challenges for Police: A Heroin Epidemic and Changing Attitudes Toward Marijuana (2014)*
- *The Role of Local Law Enforcement Agencies in Preventing and Investigating Cybercrime (2014)*
- *The Police Response to Active Shooter Incidents (2014)*
- *Future Trends in Policing (2014)*
- *Legitimacy and Procedural Justice: A New Element of Police Leadership (2014)*
- *Social Media and Tactical Considerations for Law Enforcement (2013)*

To learn more about PERF, visit www.policeforum.org.

- *Compstat: Its Origins, Evolution, and Future in Law Enforcement Agencies* (2013)
- *Civil Rights Investigations of Local Police: Lessons Learned* (2013)
- *A National Survey of Eyewitness Identification Procedures in Law Enforcement Agencies* (2013)
- *An Integrated Approach to De-Escalation and Minimizing Use of Force* (2012)
- *Improving the Police Response to Sexual Assault* (2012)
- *How Are Innovations in Technology Transforming Policing?* (2012)
- *Voices from Across the Country: Local Law Enforcement Officials Discuss the Challenges of Immigration Enforcement* (2012)
- *2011 Electronic Control Weapon Guidelines* (2011)
- *Managing Major Events: Best Practices from the Field* (2011)
- *It's More Complex than You Think: A Chief's Guide to DNA* (2010)
- *Guns and Crime: Breaking New Ground By Focusing on the Local Impact* (2010)
- *Gang Violence: The Police Role in Developing Community-Wide Solutions* (2010)
- *The Stop Snitching Phenomenon: Breaking the Code of Silence* (2009)
- *Violent Crime in America: What We Know About Hot Spots Enforcement* (2008)
- *Promoting Effective Homicide Investigations* (2007)
- "Good to Great" Policing: *Application of Business Management Principles in the Public Sector* (2007)
- *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches* (2006)
- *Strategies for Intervening with Officers through Early Intervention Systems: A Guide for Front-Line Supervisors* (2006)
- *Managing a Multi-Jurisdiction Case: Identifying Lessons Learned from the Sniper Investigation* (2004)
- *Community Policing: The Past, Present and Future* (2004)
- *Racially Biased Policing: A Principled Response* (2001)

In addition to conducting research and publishing reports on our findings, PERF conducts management studies of individual law enforcement agencies; educates hundreds of police officials each year in the Senior Management Institute for Police, a three-week executive development program; and provides executive search services to governments that wish to conduct national searches for their next police chief.

All of PERF's work benefits from PERF's status as a membership organization of police officials, who share information and open their agencies to research and study. PERF members also include academics, federal government leaders, and others with an interest in policing and criminal justice.

All PERF members must have a four-year college degree and must subscribe to a set of founding principles, emphasizing the importance of research and public debate in policing, adherence to the Constitution and the highest standards of ethics and integrity, and accountability to the communities that police agencies serve.

PERF is governed by a member-elected President and Board of Directors and a Board-appointed Executive Director.

About Motorola Solutions and the Motorola Solutions Foundation



MOTOROLA SOLUTIONS IS A LEADING PROVIDER OF MISSION-CRITICAL communication products and services for enterprise and government customers. Through leading-edge innovation and communications technology, it is a global leader that enables its customers to be their best in the moments that matter.

Motorola Solutions serves both enterprise and government customers with core markets in public safety government agencies and commercial enterprises. Our leadership in these areas includes public safety communications from infrastructure to applications and devices such as radios as well as task specific mobile computing devices for enterprises. We produce advanced data capture devices such as barcode scanners and RFID (radio-frequency identification) products for business. We make professional and commercial two-way radios for a variety of markets, and we also bring unlicensed wireless broadband capabilities and wireless local area networks—or WLAN—to retail enterprises.

The Motorola Solutions Foundation is the charitable and philanthropic arm of Motorola Solutions. With employees located around the globe, Motorola Solutions seeks to benefit the communities where it operates. We achieve this by making strategic grants, forging strong community partnerships, and fostering innovation. The Motorola Solutions Foundation focuses its funding on public safety, disaster relief, employee programs and education, especially science, technology, engineering and math programming.

Motorola Solutions is a company of engineers and scientists, with employees who are eager to encourage the next generation of inventors. Hundreds of employees volunteer as robotics club mentors, science fair judges and math tutors. Our “Innovators” employee volunteer program pairs a Motorola Solutions employee with each of the nonprofits receiving Innovation Generation grants, providing ongoing support for grantees beyond simply funding their projects.

For more information on Motorola Solutions Corporate and Foundation giving, visit www.motorolasolutions.com/giving.

For more information on Motorola Solutions, visit www.motorolasolutions.com.

APPENDIX

Participants at the PERF Summit “Guiding Principles on Use of Force”

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