

Austin Police Department: Review and Assessment of Training Academy

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1 INTRODUCTION

On November 12, 2020, the City of Austin's Office of Police Oversight (OPO), in consultation with the City Manager's Office (CMO), retained Kroll Associates, Inc. (Kroll) to review and evaluate the Austin Police Department (APD) on the extent to which forms of racism, bigotry, and discrimination are present in the protocols, practices, and behaviors of the APD. The initial phase of Kroll's review is limited to an assessment of the APD Training Academy (Academy) – specifically, the Academy's ability and readiness to prepare cadets for policing in a multi-ethnic, diverse urban population consistent with best practices.¹

The City of Austin (City), as expressed through City Council Resolution 66 and the work of the Reimagining Public Safety Task Force, and as articulated in the 2020 Strategic Plan of the APD Training Academy, seeks a transformational police academy that transparently addresses issues of racial and gender equity, emphasizes de-escalation tactics that minimize the use of force, and moves away from a regimented, paramilitary culture into a learning academy that “promotes effective, innovative, and inclusive instruction that advances sustained learning for current and future officers by utilizing the most current evidence-based strategies and incorporates diverse perspectives through community partnerships.”²

In performing this review, Kroll reviewed and considered the reports and assessments noted below that examined many of the issues addressed in this report, including the training academy's culture, teaching methods, approaches to racial and gender equity, and course/curriculum content:

1. APD Training Academy Review and Strategic Plan by Dr. Sara Villanueva (May 2020)
2. APD Training Academy Curriculum Review by Dr. Miguel Ferguson
 - a. Preliminary Report (June 19, 2020)
 - b. Final Report (April 5, 2021)
3. Community + APD Equity Assessment Series: APD Training and Recruiting Divisions, The Peace Mill Research and Communications (December 14, 2020)
4. Racial Inequities and Institutional Racism, Joyce James Consulting (November 2020)
5. Community Report: Video Review Panel (January 18, 2021)
6. Community Video Review Panel (CVRP): APD Training Academy Videos, Final Report (January 14, 2021), and CVRP Summary Reports from July 2020 to November 16, 2020.

In addition, we conducted over 60 interviews and meetings with a broad array of stakeholders (more than 100 individuals), including, but not limited to, the following:

- Dr. Sara Villanueva (“APD Training Academy Review Analysis and Strategic Plan”);
- Dr. Miguel Ferguson (“APD Training Academy Curriculum Review”);
- City of Austin Equity Office staff (“Community + APD Equity Assessment Series”);
- Community Video Review Panel (“Community Video Review Panel Report”);
- Joyce James Consulting staff (“Racial Inequities and Institutional Racism”);
- Austin community leaders (Just Liberty, NAACP, Austin Area Urban League, Austin Justice Coalition, Texas Appleseed, MEASURE);
- Greater Austin Crime Commission;
- Community Police Review Commission;

¹ Kroll's retention is pursuant to contract MA 4400 PA210000018.

² Sara Villanueva, “Review Analysis and Strategic Plan” (Austin Police Department Training Academy, May 2020), 13.

- APD leadership (Chief Brian Manley, Interim Chief Joseph Chacon, and Chief of Staff Troy Gay);
- Academy leadership (Assistant Chief Brent Dupre, Assistant Chief James Mason, Commander Mark Spangler, Commander Catherine Johnson, and Division Manager Dr. Anne Kringen);
- Academy supervisors – Training and Recruiting Units;
- Academy instructors;
- Representatives of the Austin Police Association and affinity associations:
 - Austin Police Women's Association
 - Lesbian and Gay Peace Officers Association
 - Texas Peace Officers Association
 - Amigos en Azul Police Association
- Texas Commission on Law Enforcement (TCOLE) leadership;
- Former APD Training Academy cadets and newly sworn officers;
- Austin City Council;
- City of Austin officials and staff;
- Austin Equity Office;
- Austin community representatives – presentation / community forum.

Kroll also reviewed a large volume of documents from the APD and the City, including Academy curricula, course content and lesson plans, instructor CVs, organizational charts, policy manuals, procedures and protocols, APD General Orders, statistical data, cadet manuals, class schedules, recruitment materials, employee rosters, and other documentation and data. Finally, Kroll conducted extensive research on best practices in police training academies around the United States.

This report details our findings and recommendations concerning the APD Training Academy. Section 2 contains an Executive Summary of the report. Section 3 explains the background and context that led to this review. Section 4 provides examples of evidence-based best practices in police training techniques that have been proven effective in changing police culture, reducing use of force incidents, enhancing police responses to mental health crises, and improving police-community relations. Section 5 outlines our detailed findings and observations concerning key areas of focus. Section 6 summarizes the community input and feedback Kroll received throughout our review process. Section 7 provides a series of recommendations to improve APD's ability to prepare cadets for policing in a diverse urban environment in a manner that fosters police-community relations, enhances public safety, and minimizes incidents of conflict and force. The recommendations include short-term measures to be implemented before the 144th cadet class and long-term measures to be implemented before the 145th cadet class. Section 8 outlines APD's up-to-date efforts to implement the recommendations. Finally, Section 9 provides Kroll's brief concluding remarks.

Kroll wishes to thank the City of Austin, the many community representatives with whom we spoke, and the Austin Police Department for their cooperation and assistance in this review. While everyone may not agree with each of Kroll's findings and recommendations, Kroll has attempted to describe the issues fairly and, where applicable, identify the need for reforms. It has been a pleasure for Kroll to speak with so many talented people and professionals among City staff, the APD, and the community. The commitment, dedication, and good faith of everyone with whom we interacted were readily apparent.

2 EXECUTIVE SUMMARY

In this report, Kroll recommends a shift away from a stress-oriented military-style academy toward a resiliency-based approach supported by adult learning and student-centered instruction. We believe that, consistent with national best practices, it is essential that the APD Training Academy adopt a guardian-centric approach that emphasizes service to the community, while at the same time preparing officers to effectively react and respond to crisis situations when they occur. We encourage APD to become an evidence-based learning organization, where changes in Academy training are rigorously tested and research findings are routinely shared with Academy staff to inform continual improvements in the curricula offered.

In assessing the APD Training Academy, Kroll focused on many key areas, including those highlighted below. Although the primary emphasis of our review has been on the readiness of the planned 144th cadet class in light of the City's stated objectives, we also examined the long-term potential for developing a transformational, best-in-class police academy. Below is a brief summary of our key findings and observations:

- **Academy Diversity.** Academy leadership and supervisory staff currently reflects a significantly improved level of gender, racial, and ethnic diversity than in years past. While Academy instructors in the Training Unit are less diverse than the supervisory staff, the department is moving in the right direction. The Recruiting Unit also contains a diverse team that has developed an effective outreach program, which targets historically black colleges and universities, Latinx organizations, women, and military veterans. Moreover, the list of cadet candidates who are currently expected to attend the 144th cadet class consists of one of the most diverse classes in recent APD history.
- **LGBTQ+ Training.** While cadets who have graduated from the Academy within the past several years have received excellent training on transgender and LGBTQ issues, this training has not been pushed out to the department as a whole. Consequently, officers who graduated from the Academy more than seven years ago—including the “Fifth Floor” leadership at APD—have not received any department-sanctioned training on understanding the unique issues associated with the LGBTQ+ community. The Academy also needs to improve awareness of LGBTQ issues to the tactical trainers in the Learned Skills Unit.
- **Anti-racism Training.** APD and Academy leadership recently participated in two excellent anti-racism workshops, and the Academy is incorporating Groundwater Analysis Racial Equity training into the curriculum of the 144th cadet class, as well as future Academy classes.
- **Academy Culture.** The culture of a police training academy reflects the culture of a department and impacts the mindset and approach to policing that newly sworn officers adopt upon graduation. Culture is perhaps the most difficult thing to change in any organization. How cadets are treated, how they are expected to act, and what explicit and implicit messages are communicated to cadets all impact the type of officer a training academy develops prior to sending newly sworn officers out into the community. In conducting this review, Kroll noted a divergent set of views regarding current Academy culture. On the one hand, some former cadets who were forced to resign from the 137th and 140th cadet classes described an Academy culture that was “toxic”, “abusive” and “combative” and teaching methods that embraced “intimidation tactics.” Instructors relentlessly ridiculed and mocked certain cadets during physical training, with an apparent bias against female cadets, which was primarily driven by the perception that particular cadets could not meet the required physical

fitness expectations needed to become an APD officer. On the other hand, many APD officers we interviewed believe that the manner in which the Academy prepares cadets is necessary and that the allegedly abusive practices noted above are not reflective of the true Academy culture. Most APD officers contend nevertheless that stressful tactics are essential to preparing cadets for what can be a dangerous and pressure-filled job. These officers contend that, without an element of physical and psychological stress applied during training, cadets will be unprepared for the many stressful encounters they will inevitably confront, at the risk of public safety and officer safety.

- **Paramilitary Training Model.** The Academy at present remains a predominantly paramilitary training model. APD leadership believes that some aspects of a paramilitary structure are essential to ensure cadets are attuned to the chain of command and clear lines of authority, and to prepare cadets to effectively respond in crisis situations. While Kroll agrees that training officers to deal with real world threats, which can include exercises that elevate a cadet's heart rate and induce the physical effects of being placed in fear and under stress, is necessary, this cannot be at the expense of training cadets to be community-oriented guardians at their core.
- **Best Practices – Resiliency-based Training.** As noted in Section 4 of this report, police academies can establish a guardian-centric culture that focuses on service to the community, while still preparing officers to effectively react and respond to crisis situations. As opposed to stress-based training, "resiliency-based" training has been shown to have many positive outcomes for trainees, including reductions in officer stress, negative emotions, and depression. By strengthening cadets' critical decision-making skills, communication, and emotional intelligence skills, cadets will be better prepared to handle the complex situations they are likely to face in the field. We believe this can occur without a strictly regimented, paramilitary foundation.
- **Adult Learning.** The Academy needs to further develop and incorporate adult learning theories into its curriculum and shift away from the rigid, formalistic, lecture-and-listen format that has previously dominated many training courses. Although the Academy currently incorporates much scenario-based teaching into its training, many of its classroom-based courses can be improved. To address this, on March 15, 2021, the Academy hired Dr. Anne Kringen as a Division Manager to fill the role held by the prior Organizational Development and Training Manager. With the backing of Interim Chief Joseph Chacon, Academy staff have been instructed that Dr. Kringen is equivalent in rank to a Commander. One of Dr. Kringen's immediate priorities is to work with instructors to ensure that (1) all lesson plans are updated, (2) content is current and corresponds appropriately to the objectives of the course, and (3) adult learning and innovative teaching techniques are incorporated into course content. On April 1, 2021, Dr. Kringen provided Kroll with an outline of her plan to update all course content. She will also be exploring Academy culture and helping to find the proper balance between academic-style learning, physical and tactical training, disciplinary measures, and chain-of-command structures.
- **Use of Outside Content Experts.** APD has historically been reluctant to incorporate outside community and civilian input into its training programs. However, more recently Academy leadership has expressed a willingness to work with community representatives and outside content experts from local colleges and universities to co-teach or guest speak in appropriate courses. The new Division Manager is currently reviewing course content and meeting with instructors to determine which courses—particularly diversity, equity, and inclusion (DEI) related courses—can effectively be co-taught with an outside subject-matter expert. This will also be an area of responsibility for the newly created Academy Curriculum Review Committee, which will include two outside academic experts and four community representatives.

- **Curriculum Review.** Kroll reviewed the DEI curriculum review report of Dr. Miguel Ferguson and examined the lesson plans, curricula, and teaching materials provided by Academy staff for courses that address cultural competency training, including the History of Police and Race in America, Cultural Diversity, Professionalism and Ethics, Fair and Impartial Policing, Multiculturalism and Human Relations, Interacting with Transgender Individuals, Law Enforcement and the LBGTQ+ Community, Racial Profiling, Spanish, Interacting with Individuals who are Deaf, and Traumatic and Acquired Brain Injuries. Overall, these courses collectively provide content that is crucial to enhancing the cultural competency of newly sworn officers. Kroll and Dr. Ferguson identified gaps in and provided recommendations for some of the course materials.
- **Community Engagement / Lived Experiences Programming.** The Academy plans to include 37 hours of Community Engagement programming, including approximately 30 additional hours that were not previously included. Although the precise details are currently being developed, it will greatly expand participation and input from the community. The Division Manager is currently working with Academy staff to proactively identify and contact community partners that will provide an invaluable perspective to cadet training. This additional emphasis on community engagement, combined with added course content such as “The History of Police and Race in America” are positive additions to Academy instruction that place a necessary focus on the importance of meaningful police-community interactions and mutual understanding.
- **Community Video Review Panel.** We highlight the recent work of the Community Video Review Panel (Panel), which over seven months found that many of the Academy’s training videos contained “unprofessional or sensationalistic commentary” and perpetuated harmful stereotypes “against Black and Brown communities.” The Panel report echoed concerns expressed by many of the community leaders we spoke with that APD trains its cadets to reflect an “us vs. them” mentality that potentially escalates encounters between police officers and the public, particularly encounters with people of color, homeless individuals, and people with mental health issues. The Panel’s recommendations addressed several systemic, community impact, and instructional concerns. Although difficulties were encountered initially in attempts to establish trust and communication between APD and community representatives, ultimately it was a healthy collaboration, with several Academy leaders and instructors actively participating in the Panel’s work. APD ultimately accepted the Panel’s recommendations and is actively modifying its video library in response. Moreover, APD is currently establishing formal protocols for a continuation of the Panel’s work.
- **Instructor Professionalism.** Kroll has been uniformly impressed with the passion and commitment to teaching exemplified by the Academy’s current leaders and instructors, who appear genuinely open to ideas that will make them better instructors and help cadets develop into first-rate officers.
- **Cadet Injuries and Graduation Rates.** Based on an examination of the last six years of data, we found that, although nearly 73% of cadets entering the Academy successfully graduate, the likelihood of graduation varies significantly across cadets by race and sex. Specifically, Black and female cadets are statistically less likely to graduate compared to cadets of other races and male cadets, respectively. Overall, the likelihood of graduation is not significantly impacted by injuries within the Academy. However, two groups of cadets significantly differ in their likelihood of graduation and timing of injuries. Specifically, cadets who were female or Black (Black males, Black females, White females, Asian females, and Hispanic females), which comprised roughly 23% of the classes, were significantly less likely to complete the Academy training, compared to non-Black

males (White males, Hispanic males, and Asian males), which comprised roughly 77% of the classes.

- **Crisis Intervention Team (CIT) Training.** Consistent with best practices, the 144th Academy schedule includes an entire week devoted to CIT training, which according to the National Alliance on Mental Illness helps “create connections between law enforcement, mental health providers, hospital emergency services and individuals with mental illness and their families.” Combined with collaborative community partnerships, effective CIT training “improves communication, identifies mental health resources for those in crisis and ensures officer and community safety.”
- **De-escalation Training.** Within the past year, APD has incorporated ten hours of *Integrating Communications, Assessment, and Tactics* (ICAT) training into its curriculum. This also is consistent with best practices, as ICAT training is the only police de-escalation training that has been shown through independent, empirical research to significantly reduce use of force, along with officer and citizen injuries. Combined with other de-escalation training at the Academy, including verbal de-escalation and aspects of CIT training, the Academy devotes approximately 31 hours overall to de-escalation training. This is slightly above the national average.
- **Field Training Officer Program.** Overall, APD’s FTO Program is well structured and documented. However, to further strengthen the program and ensure that what officers learn on the street after graduating is consistent with what they learn in the Academy, and to address other concerns raised by the City and the community concerning the FTO Program, we have included additional long-term recommendations.

Recommendations. Section 7 of the report provides recommendations to improve APD’s ability to prepare cadets for policing in a diverse urban environment in a manner that fosters police-community relations, enhances public safety, and minimizes incidents of conflict and force. The short-term measures address adult learning strategies, course content, community engagement, and increased use of content experts, among other things. More foundational measures, such as changing Academy culture, shifts in attitudinal thinking, and tackling long-term racial and gender inequities and issues of systemic racism, are matters that require a longer-term strategy and commitment. Although some improvements to culture and philosophy can be made in the short run, fundamental change cannot realistically be expected to happen overnight. Accordingly, our recommendations include short-term measures to be implemented prior to the start of the 144th cadet class and long-term measures that should be achievable by the 145th cadet class.

Finally, Section 8 outlines APD’s up-to-date efforts to implement the recommendations. The planned 144th Academy now encompasses 34 weeks and includes (1) 30 additional hours of community engagement programming, (2) a two-week community immersion orientation program, (3) anti-racism training, (4) a newly designed course on the history of police and race to be co-taught with a local subject-matter expert, (5) near daily physical fitness training, (6) fewer week-long blocks of technical course content that will allow for more effective implementation of adult learning strategies, and (7) a formalized process of community and civilian input into training content to ensure that issues of racial equity and procedural justice are paramount considerations in all aspects of cadet training.

Several of Kroll’s recommendations have already been completed or are in the process of being implemented (subject to verification), with a plan in place to complete implementation before the start of the 144th cadet class. Other recommendations are in progress and will need to be evaluated once the new Academy classes begin.

3 BACKGROUND AND CONTEXT

Kroll's assessment of the APD Training Academy arose as part of the City of Austin's efforts to reimagine policing following a series of recent national and local events that shined a spotlight on police-community relations throughout the United States. As with many other U.S. cities that are consciously re-examining policing following the tragic killing of George Floyd and resulting protests this past summer, a series of alleged incidents and reports concerning the Austin Police Department over the past couple of years prompted the City, through Council resolutions and other calls for action, to more closely examine all aspects of policing, starting with how APD trains its officers. This section highlights some of the recent events, statistics, and reports that have provided the background and context for Kroll's review.

Reports of Racial Profiling and Bias. As outlined in City Council Resolution No. 20191205-066 ("Resolution 66"), adopted December 5, 2019, several internal and external reports have highlighted alleged racial disparities across various facets of APD's law enforcement operations that have disproportionately impacted communities of color. For example, according to state-mandated racial profiling reports from 2010 to 2018,³ APD officers were more than twice as likely to search Black and Latino drivers than white drivers during traffic stops despite no greater likelihood of discovering contraband.

The Center for Policing Equity reported in 2016 that Black and Hispanic motorists made up a significantly higher share of discretionary stops than white motorists.⁴ According to APD discretionary arrest data from 2017, APD officers made discretionary arrests of Black citizens at more than twice the rate of white or Latino residents; Blacks and Latinos were disproportionately arrested for driving with an invalid license compared to other races and ethnic groups, and Black residents were more than seven times as likely to be arrested for low-level marijuana offenses than white residents.⁵ Moreover, in 2019, the department reportedly received eight formal complaints and 40 informal complaints of racial profiling, more than three times as many as in 2018.⁶

Alleged Racial Insensitivity by APD Officers. On October 30, 2019, the City received an anonymous complaint against former APD Assistant Chief Justin Newsom which alleged that, on several occasions over the past decade, Newsom used explicitly racist language in reference to President Barack Obama, former City Council Member Ora Houston, and former APD Assistant Chief Frank Dixon, among other persons of color. This complaint also alleged that then APD Chief Brian Manley and other high-level police officials knew of Newsom's use of racially derogatory language but did not act on the information.⁷ While an independent investigation into these claims could not corroborate the specific alleged incidents ascribed to Newsom, it reported that "racist and sexist name-calling and use of derogatory terms associated with race and sex persists" within the department and "there is a very high level of fear of retaliation" for speaking

³ <https://www.austintexas.gov/page/racial-profiling-reports>

⁴ Phillip A. Goff et al., "The Science of Policing Equity: Measuring Fairness in the Austin Police Department" (New York, NY: Center for Policing Equity; Washington, D.C.: Urban Institute, 2016), https://policingequity.org/images/pdfs-doc/Austin_PDI_Report_2016_Release.pdf.

⁵ <https://www.austintexas.gov/edims/document.cfm?id=300349>

⁶ Bryce Newberry, "APD Racial Profiling Complaints More than Tripled from 2018 to 2019, Report Says," *KVUE*, February 28, 2020, <https://www.kvue.com/article/news/local/apd-racial-profiling-complaints-more-than-tripled-from-2018-to-2019-report-says/269-eb531b4f-1970-4032-bdb3-2989772a798f>.

⁷ Russell Falcon, "Anonymous Complaint to City of Austin Alleges Former APD Assistant Chief Used 'n Word' to Refer to African-Americans," *KXAN Austin*, November 7, 2019, <https://www.kxan.com/news/local/austin/austin-city-manager-approves-outside-investigation-into-complaints-against-former-apd-assistant-chief-department/>.

out against officers, as well as “quiet resistance from those interviewed in the form of evasiveness, misdirection and deflection.”⁸

Moreover, in November 2019, a complaint received by the Office of Police Oversight alleged that a female Assistant Chief made disparaging remarks towards other officers, including one statement in which, referring to a Hispanic detective, the Assistant Chief allegedly said, “Maybe now more of your people [Hispanics] can get a job since college is no longer a requirement.”⁹ The complaint also alleged that officers rarely challenge their superiors on their misconduct “for fear of retaliation.”¹⁰

Demographic Analysis. An *Austin American-Statesman* review of APD demographic data in 2016 found that, on average since 2005, approximately 69% of APD officers have been white, 20% Hispanic, 9% Black and 2% Asian/Pacific Islander.¹¹ This compared to 2015 U.S. census data, which showed that Austin’s population at that time was approximately 48% white, 35% Hispanic, 7% Black, 7% Asian/Pacific Islander, and 3% other races and ethnicities.

According to the APD demographic data as of December 2020, the diversity among sworn personnel has not materially changed. Among all ranks, APD officers are 66.7% white, 21.8% Hispanic, 7.3% Black, and 3.0% Asian/Pacific Islander (compared to 2019 census data, which reflects that Austin’s population is 48.3% white, 33.9% Hispanic, 7.8% Black, 7.7% Asian/Pacific Islander, and 3.5% multi-racial).¹² Moreover, as noted in the below chart, the higher ranks of the Department are far less diverse, as white officers constitute 70% of sergeants, 79.7% of lieutenants and 84.2% of commanders, while other racial and ethnic groups make up significantly lower percentages of the higher ranks.

	# Personnel by Rank	Ranks by Ethnicity ¹							Ranks by Gender ¹	
		White	Hispanic or Latino	Black or African American	Asian	Choose Not To Disclose	Two or more races	American Indian / Alaska Native	M	F
Assistant Police Chief	6	50.0%	33.3%	16.7%	-	-	-	-	66.7%	33.3%
Police Commander	19	84.2%	5.3%	-	5.3%	5.3%	-	-	94.7%	5.3%
Police Lieutenant	69	79.7%	11.6%	5.8%	1.4%	-	1.4%	-	88.4%	11.6%
Police Sergeant	172	70.3%	15.1%	9.3%	1.7%	1.7%	1.7%	-	88.4%	11.6%
Police Corporal/Detective	401	68.1%	20.7%	8.0%	1.5%	0.7%	1.0%	-	87.8%	12.2%
Police Officer	1,104	64.6%	24.1%	7.3%	3.0%	0.5%	0.4%	0.1%	89.8%	10.2%
All Ranks	1,771	66.7%	21.8%	7.6%	2.5%	0.7%	0.7%	0.1%	89.1%	10.9%

NOTE: [1] Only Sworn Officers who appear to be currently allocated are included in this analysis.

Protocols and Training. The department has also been criticized in recent years for not properly emphasizing de-escalation in training protocols, leading to avoidable incidents involving excessive use of force. A 2016 “Use of Force Project” report revealed that, at least as of 2016, the APD did not require de-

⁸ Lisa Tatum, “Austin Police Department Independent Investigation: Fact Investigation” (The Tatum Law Practice, April 2020), <http://www.austintexas.gov/edims/pio/document.cfm?id=338889>.

⁹ https://joplin3-austin-gov-static.s3.amazonaws.com/production/media/documents/2019-1308_NFC_Stephenson.pdf

¹⁰ *Ibid.*

¹¹ Katie Hall, “For Last Decade, Police Had More Whites, Fewer Hispanics than City Has,” *Austin American-Statesman*, December 24, 2016, <https://www.statesman.com/news/20161224/for-last-decade-police-had-more-whites-fewer-hispanics-than-city-has>.

¹² <https://www.census.gov/quickfacts/fact/table/austincitytexas/LND110210>

escalation strategies, ban chokeholds or strangleholds, restrict shooting at moving vehicles, require exhausting all means before shooting, or require comprehensive reporting on use of force.¹³ In an effort to combat this issue, a task force commissioned by the mayor released a report in 2017 recommending that the Academy include and specifically emphasize de-escalation training. As a result, in 2018, APD guidelines began placing greater emphasis on the use of de-escalation strategies.¹⁴

Past criticism has also been directed at the APD Training Academy, including complaints that the Academy promotes a toxic culture among recruits. For example, in 2018, a group of former cadets alleged that the Academy encouraged a culture of abuse towards citizens.¹⁵ One former cadet alleged that instructors told cadets that they would "punch them in the face" if they said that the reason they wanted to be police officers was to help people. Another former cadet alleged that their "instructor repeatedly degraded the homeless and prostitutes, referring to them as 'cockroaches' and suggesting they 'find a transient' if [cadets] were bored and wanted a felony arrest." Several cadets also alleged they were injured during training as a result of abusive practices.

Allegations of Excessive Uses of Force. The Center for Policing Equity's 2016 report also found that APD was more likely to use force in African American and Latino communities, including severe force. These racial disparities persisted even after controlling for such factors as crime, education, homeownership, income, youth, unemployment, and poverty rates.

There have been many additional allegations of excessive uses of force against APD officers in recent years. For instance, two officers were charged criminally and terminated in 2018 for allegedly using a Taser weapon on an unarmed man who was in a kneeling position. Body camera footage captured the incident, but the officers were later found not guilty.¹⁶ In addition, on April 24, 2020, Michael Ramos died after being shot by an APD officer as Ramos attempted to leave the scene of an encounter.¹⁷ The officer has since been indicted on murder charges.¹⁸ Finally, following the death of George Floyd in Minneapolis and the ensuing protests across the country that followed, APD was involved in three incidents in which non-violent protesters were struck by less-lethal police fire: a man in his 20s who was in critical condition, a teenage boy who was hit in the forehead, and a pregnant woman who was hit in the abdomen.¹⁹

Finally, a report released in September 2019 by the Human Rights Clinic of the University of Texas School of Law alleged that "Austin police are violating international human rights standards during mental health

¹³ Samuel Sinyangwe, "Examining the Role of Use of Force Policies in Ending Police Violence" (Police Use of Force Project, September, 2016), <https://dx.doi.org/10.2139/ssrn.2841872>.

¹⁴ Andrea Ball and Tony Plohetski, "New Austin Police Policy Emphasizes Alternatives to Using Force," *Austin American-Statesman*, January 21, 2018, <https://www.statesman.com/NEWS/20180121/New-Austin-police-policy-emphasizes-alternatives-to-using-force>.

¹⁵ Tony Plohetski, "Are Austin Police's Cadets Trained to Be 'Warriors' or 'Guardians'?", *KVUE*, April 24, 2018, <https://www.kvue.com/article/news/local/are-austin-polices-cadets-trained-to-be-warriors-or-guardians/269-545190415>.

¹⁶ Russell Falcon, "APD Officers Fired after Previously Cleared of Excessive Force Charges," *KXAN Austin*, March 18, 2019, <https://www.kxan.com/news/local/austin/apd-officers-fired-after-previously-cleared-of-excessive-force-charges/>.

¹⁷ Austin Sanders, "Activists Call for Firing of APD Leadership in Wake of Officer Involved Shooting," *The Austin Chronicle*, April 27, 2020, <https://www.austinchronicle.com/daily/news/2020-04-27/activists-call-for-firing-of-apd-leadership-in-wake-of-officer-involved-shooting/>.

¹⁸ Tony Plohetski, "Austin Police Officer Christopher Taylor Charged with Murder in Michael Ramos Shooting," *Austin American-Statesman*, March 10, 2021, <https://www.statesman.com/story/news/politics/2021/03/10/michael-ramos-austin-police-department-officer-christopher-taylor-indicted-murder/6940079002/>.

¹⁹ Kevin Clark, "Austin Police Chief: Force Used against Protesters 'within Policy'," *KXAN Austin*, June 1, 2020, <https://www.kxan.com/investigations/austin-police-chief-force-used-against-protesters-within-policy/>.

calls”, as “Austin has the highest per capita rate of police shootings during mental health calls of the 15 largest US cities.”²⁰

Resolution 66. On December 5, 2019, the Austin City Council directed the City Manager to initiate a comprehensive audit of APD’s training of police cadets and ensure that cadet classes not be resumed until the assessment is completed.²¹ Council directed a review of training materials, course content, protocols and procedures; how the department trains on cultural competency; and how the police academy addresses issues of bias, use of force, de-escalation, mental health responses, and protocols for non-English speaking and disabled persons, among other areas. Council further directed that the City Manager track and report on:

- APD training “related to reducing bias, increasing de-escalation, reducing racial disparities in use of force and severity of force, reducing racial disparities in discretionary searches, and improving communication with all individuals regardless of language, ethnicity, sexual orientation, gender identity or disability.”
- Recruiting and ways to improve ethnic and gender diversity in cadet classes and whether certain practices and procedures, “including the use of disqualification codes for cadets, have a disparate effect or impact based on race, ethnicity, national origin, sex, religion, sexual orientation, or gender identity.”
- Whether the overall balance of training favors efforts to reduce bias-based policing, increase de-escalation techniques, and improving culturally effective communication.
- Police academies elsewhere that have successfully implemented training programs to reduce force incidents and improve communications with diverse communities.
- Ensuring input from “community groups representing those disproportionately affected by policing,” including people of color, non-English speaking residents, LGBTQ+ individuals, and persons with disabilities.

Although some of the above areas will be examined in the next phase of Kroll’s evaluation of the APD, this report summarizes our findings and recommendations concerning the efficacy and effectiveness of APD’s Training Academy in these and other areas.

²⁰ Robert Sims and Alyssa Goard, “Fatal Use of Force by APD during Mental Health Calls Violates Human Rights, Report Finds,” *KXAN Austin*, September 25, 2019, <https://www.kxan.com/news/fatal-use-of-force-by-apd-during-mental-health-calls-violates-human-rights-report-finds/>.

²¹ Audrey McGlinchy, “Austin Orders Sweeping Probe Of Alleged Racism, Bigotry Among Police, Including Social Media Audit,” *KUT Radio, Austin’s NPR Station*, December 5, 2019, <https://www.kut.org/post/austin-orders-sweeping-probe-alleged-racism-bigotry-among-police-including-social-media-audit>.

4 BEST PRACTICES FOR POLICE ACADEMIES

Introduction

Of all the areas in policing, training has received the least amount of research attention. In 2015, President Obama's Task Force on 21st Century Policing (Task Force on 21st Century Policing) released a final report that identified six main pillars impacting the law enforcement profession: building trust and legitimacy, policy and oversight, technology and social media, community policing and crime reduction, officer training and education, and officer safety and wellness.²² The Task Force report included over 150 recommendations and proposed action items for reform. While this work provided a promising roadmap for a path forward, it is important to note that many of the proposed recommendations were *not* evidence-based, in part because rigorous data collection and analysis to assess the utility of these reforms in real-world applications has not been prioritized.²³

As a result of this lack of evidence, identifying appropriate recommendations for effective police training has been based less on research or empirical evaluations, and more on anecdotal evidence regarding best practices. Identifying these best practices is further challenged by the wide variation in training curricula, techniques, and content taught in police academies. Police training differs significantly across the United States, due in part to the decentralized nature of policing. In particular, police training varies dramatically in content, duration, and delivery for both basic and in-service training.

In general, few forms of police training have been subject to scientific review, but it does appear scholarship in this area is growing. Some forms of police training, including de-escalation training, crisis intervention teams, and procedural justice training have received recent empirical evaluations.^{24 25 26 27} These training programs have been correlated with several positive outcomes, such as reductions in use of force incidents, reductions in injuries, and increases in officer knowledge and skills. However, according to a survey conducted by the Police Executive Research Foundation (PERF), on average, officers do not spend a lot of time on these topics.²⁸ Specifically, academies designate most of their training hours on weapons and

²² President's Task Force on 21st Century Policing, "Final Report of the President's Task Force on 21st Century Policing" (Washington, DC: Office of Community Oriented Policing Services, 2015), https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

²³ See, e.g., Cynthia Lum et al., "An Evidence-assessment of the Recommendations of the President's Task Force on 21st Century Policing — Implementation and Research Priorities" (Fairfax, VA: Center for Evidence-Based Crime Policy, George Mason University; Alexandria, VA: International Association of Chiefs of Police, 2016), <https://cebcp.org/wp-content/evidence-based-policing/IACP-GMU-Evidence-Assessment-Task-Force-FINAL.pdf>.

²⁴ Michael T. Compton et al., "A Comprehensive Review of Extant Research on Crisis Intervention Team (CIT) Programs," *Journal of the American Academy of Psychiatry and the Law Online*, 36, no. 1 (2008): pp. 47-55, <https://pubmed.ncbi.nlm.nih.gov/18354123/>.

²⁵ Robin Engel et al., "Examining the Impact of Integrating Communications, Assessment, and Tactics (ICAT) De-escalation Training for the Louisville Metro Police Department: Supplemental Findings" (Cincinnati, OH: IACP/UC Center for Police Research and Policy, 2020), https://www.theiacp.org/sites/default/files/Research%20Center/LMPD_ICAT%20Evaluation%20Initial%20Findings%20Report_FINAL%2009212020.pdf.

²⁶ Li Sian Goh, "Did De-escalation Successfully Reduce Serious Use of Force in Camden County, New Jersey? A Synthetic Control Analysis of Force Outcomes," *Criminology & Public Policy* (2021): pp. 1-35, <https://doi.org/10.1111/1745-9133.12536>.

²⁷ Daniel S. Nagin and Cody W. Telep, "Procedural Justice and Legal Compliance," *Annual Review of Law and Social Science*, 13 (2017): pp. 5-28, <https://doi.org/10.1111/1745-9133.12499>.

²⁸ Police Executive Research Forum, "Critical Issues in Policing Series: Re-Engineering Training on Police Use of Force" (Washington, DC: Police Executive Research Forum, 2015), <https://www.policeforum.org/assets/reengineeringtraining1.pdf>.

defensive tactics (more than 120 hours per year), and less on de-escalation, communication skills, or crisis intervention (roughly 26 hours per year). As such, many argue the focus of police training needs to be adjusted.²⁹

Others recognize that police training is outdated and needs to include evidence-based, theory-informed curricula and delivery, which will ultimately improve learning and skill retention.^{30 31} While a comprehensive review of the police training literature base has found that there is little evidence around police training modalities and the existing literature is mostly hypothetical or based on other study populations,³² several studies point towards the utility of repeated content exposure and practice^{33 34} or booster training programs.³⁵ The Council on Criminal Justice (CCJ) recommends that training content be delivered through a mixture of lecture, real world video examples, scenario-based role playing, and group discussion.³⁶ Overall, there is little systematic research on police training and scholars have long noted the need for more research on this topic.^{37 38 39 40}

After conducting an in-depth examination of the effectiveness of training in the United States, guidance regarding best practices has recently been summarized by the CCJ Task Force on Policing.⁴¹ The CCJ's summary assessment examined the current practice and available research on training duration, content, and delivery, along with certification and national training standards. Through this process, the CCJ identified differences in what they termed a "resiliency-based" approach to training, which teaches officers to "recognize stress and regulate their responses to it", compared to the more typical "stress-oriented" military training approach, which involves "intensive physical demands and psychological pressure."⁴² Based on their comprehensive review, they recommend that police training: (1) include more time teaching communication skills, de-escalation tactics, principles of procedural justice, and handling situations that officers are most likely to encounter, (2) adopt a resiliency-based approach rather than stress-oriented

²⁹ Council on Criminal Justice, "Effectiveness of Police Training. Policy Assessment" (Washington, DC: Council on Criminal Justice, Task Force on Policing, 2021), <https://counciloncj.foleon.com/policing/assessing-the-evidence/policy-assessments/>.

³⁰ Michael Birzer, "Theory of Andragogy Applied to Police Training," *Policing: An International Journal of Police Strategies & Management*, 26, no. 1 (2003): pp. 29-42, <https://doi.org/10.1108/13639510310460288>.

³¹ Rebecca Mugford, Shevaun Core, and Craig Bennell, "Improving Police Training from a Cognitive Load Perspective," *Policing: An International Journal of Police Strategies & Management*, 32, no. 2 (2013): pp. 312-337, <https://doi.org/10.1108/13639511311329723>.

³² Lum et al., "An Evidence-assessment of the Recommendations of the President's Task Force on 21st Century Policing".

³³ Sean H. Kang, "Spaced Repetition Promotes Efficient and Effective Learning: Policy Implications for Instruction," *Policy Insights from the Behavioral and Brain Sciences*, 3, no. 1 (2016): pp. 12-19, <https://doi.org/10.1177/2372732215624708>.

³⁴ Mugford et al., "Improving Police Training from a Cognitive Load Perspective".

³⁵ Kyle McLean et al., "Randomized Controlled Trial of Social Interaction Police Training," *Criminology and Public Policy*, 13, no. 3 (2020): pp. 805-832, <https://doi.org/10.1111/1745-9133.12506>.

³⁶ Council on Criminal Justice, "Effectiveness of Police Training. Policy Assessment".

³⁷ Dale R. Buchanan and Patricia A. Perry, "Attitudes of Police Recruits Towards Domestic Disturbances: An Evaluation of Family Crisis Intervention Training," *Journal of Criminal Justice*, 13, no. 6 (1985): pp. 561-572, [https://doi.org/10.1016/0047-2352\(85\)90084-4](https://doi.org/10.1016/0047-2352(85)90084-4).

³⁸ National Research Council, *Fairness and Effectiveness in Policing: The Evidence* (Washington, D.C.: The National Academies Press, 2004).

³⁹ Wesley Skogan, Maarten Van Craen, and Cari L. Hennessy, "Training Police for Procedural Justice," *Journal of Experimental Criminology*, 11, no. 3 (2015): pp. 319-334, <https://doi.org/10.1007/s11292-014-9223-6>.

⁴⁰ I. D. Winebrenner, *Family Crisis Intervention: The Erie County Project and the Role of the Family Crisis Patrolman* (Erie, PA: Bolte Center Press, 1976).

⁴¹ Council on Criminal Justice, "Effectiveness of Police Training. Policy Assessment".

⁴² *Ibid*, 1.

military training, (3) include periodic recertification beyond firearms training, and (4) develop national standards on training and certification.

In recent years, frequent analyses have also noted the perils of a “warrior” mentality in law enforcement and the need to shift to a more “guardian” approach. In essence, whereas the warrior police officer fights to control and conquer criminals, the guardian serves to protect the community. This metaphor might help explain why police agencies that ostensibly embrace the warrior mentality struggle with excessive uses of force, racial bias, and inappropriate responses to mental health crises; research and common sense dictate that departments ought to model their training principles closer to the guardian image than the warrior one. While this section will reference this dichotomy as it relates to police academy culture and take note of departments that have successfully embraced the guardian mindset, it will focus more specifically on the need to shift towards a resiliency-based approach.

Based primarily on the summary assessment from the CCJ and other trusted academic and editorial sources, the following review summarizes current police academy training best practices consistent with a resiliency-based or guardian-minded approach. The first section explains how paramilitary-style training and recruiting is believed to create a warrior-based culture, the negative consequences of this culture, and steps taken by departments across the country to change it. The second section then highlights some identified best practices of police academy curricula and policy, including an emphasis on de-escalation training, officer intervention, and a commitment to procedural justice. These features are evidenced by studies as well as examples of police forces that have incorporated them.

A Revised Police Academy Culture

The “warrior mentality” is a pervasive feature of modern law enforcement. Emerging fairly recently in the history of the United States, the prevailing mindset to treat crime as an enemy to be conquered and police like soldiers in that battle developed in response to the political ‘wars’ on drugs and terrorism.⁴³ This was particularly emboldened after September 11, 2001, when police became increasingly militarized in an effort to combat terrorism.⁴⁴

Characterized by displaying courage in the face of life-threatening situations and fighting to “make it home at all costs,” the warrior mentality is often admired in policing for enabling officers to forcefully confront individuals who pose an immediate risk to the public and themselves.⁴⁵ But these situations are rare in day-to-day police work; on average, departments devote only four percent of their time responding to violent crime.⁴⁶ ⁴⁷ Instead, most time on the street is spent responding to medical emergencies, mental health crises, and traffic violations, situations that can escalate when officers respond with a warrior mindset, prepared to fight.⁴⁸ This is not to say that policing is not a dangerous profession. Compared to all other

⁴³ Jeff Adachi, “Police Militarization and the War on Citizens,” *Human Rights Magazine*, February 1, 2017, https://www.americanbar.org/groups/crsi/publications/human_rights_magazine_home/2016-17-vol-42/vol-42-no-1/police-militarization-and-the-war-on-citizens/.

⁴⁴ Arthur Rizer and Joseph Hartman, “How the War on Terror Has Militarized the Police,” *The Atlantic* (Atlantic Media Company), November 7, 2011, <https://www.theatlantic.com/national/archive/2011/11/how-the-war-on-terror-has-militarized-the-police/248047/>.

⁴⁵ Amaury Murgado, “Developing a Warrior Mindset,” *POLICE Magazine*, May 24, 2012, <https://www.policemaq.com/340761/developing-a-warrior-mindset>.

⁴⁶ Jeff Asher and Ben Horwitz, “How Do the Police Actually Spend Their Time?,” *The New York Times*, June 19, 2020, <https://www.nytimes.com/2020/06/19/upshot/unrest-police-time-violent-crime.html>.

⁴⁷ With variation across different municipalities.

⁴⁸ Jerry Ratcliffe, *Intelligence-Led Policing* (New York, NY: Routledge, 2016), referenced in Roge Karma, “We Train Police to Be Warriors - and Then Send Them out to Be Social Workers,” *Vox*, July 31, 2020, <https://www.vox.com/2020/7/31/21334190/what-police-do-defund-abolish-police-reform-training>.

occupations, police officers are four times more likely to die from an on-the-job injury.⁴⁹ Moreover, officers must be effectively trained to handle acute situations in which the public is put in danger from a violent criminal. But in the greater context of police work, seeing oneself primarily as a “warrior” is a precarious mindset. As noted by Seth Stoughton, a former officer and current professor at the University of South Carolina School of Law, when officers are taught to see citizens as potential threats to their life, they learn to fear them.⁵⁰ Thus, interactions between the police and the community often start with suspicion, vigilance, and caution, and positive encounters become infrequent, if not impossible. Furthermore, since officers are taught to physically control their space and react forcefully to noncompliance, they sometimes escalate otherwise peaceful encounters, making situations more dangerous for both sides.

Some experts have noted that military-style boot camps and “stress-oriented” training styles might foster this warrior mentality. The majority of police academy training in the United States is based on a military training approach that reinforces intensive physical demands, psychological pressure, and chain-of-command decision making. In these settings, instructors act like Marine drill sergeants, yelling orders and punishing recruits for minor infractions; recruits, in turn, must respond to orders with calls of ‘Yes Sir!’ or ‘Yes Ma’am!’⁵¹ Based on a 2013 survey of police academies, this stress oriented approach to training is used as the sole approach, or in combination with other styles, in over 80% of training academies; only about one in five (18%) academies reported using “non-stress” models for instruction.⁵² While this training style may instill discipline and foster a battle-ready mentality, it may also demonstrate that it is acceptable to belittle those with less power.

Other components of the military model may also be inconsistent with the demands of modern policing. For instance, when officers graduate from the academy and start working on patrol, they must regularly make independent, discretionary choices that require critical thinking skills; military-style academies that emphasize strict adherence to authoritative rules over independent decision making may not adequately prepare officers to make the kinds of discretionary choices required on a day-to-day basis.⁵³ Moreover, the use of recruiting videos and web content that routinely feature high-action sequences and appeals to strength and violence over service can send the wrong message about the nature of policing in a progressive urban environment.^{54 55 56}

A distinct but likewise ubiquitous problem with the culture in many academies is the lack of accountability among fellow officers; officers rarely report their peers for breaking rules or acting inappropriately. While this behavior is not enforced explicitly through policy, officers may learn early in the academy that if you

⁴⁹ “Fact Sheet | Police Officers | August 2016,” *U.S. Bureau of Labor Statistics*, August 2016, <https://www.bls.gov/iif/oshwc/foi/police-officers-2014.htm>.

⁵⁰ Seth Stoughton, “Law Enforcement’s ‘Warrior’ Problem,” *Harvard Law Review*, April 10, 2015, <https://harvardlawreview.org/2015/04/law-enforcements-warrior-problem/>.

⁵¹ Rosa Brooks, “Stop Training Police Like They’re Joining the Military,” *The Atlantic* (Atlantic Media Company), August 12, 2020, <https://www.theatlantic.com/ideas/archive/2020/06/police-academies-paramilitary/612859/>.

⁵² Brian A. Reaves, “State and Local Law Enforcement Training Academies 2013” *U.S. Department of Justice* (Office of Justice Programs, Bureau of Justice Statistics, 2016), <https://www.bjs.gov/content/pub/pdf/slleta13.pdf>.

⁵³ Sue Rahr and Stephen K. Rice, “From Warriors to Guardians: Recommitting American Police Culture to Democratic Ideals,” *Harvard Kennedy School* (National Institute of Justice), April 2015, 6, <https://www.ojp.gov/pdffiles1/nij/248654.pdf>.

⁵⁴ “The Newport Beach Police Dept—Are You Qualified,” *youtube.com*, November 14, 2008, https://www.youtube.com/watch?v=w_rKA6ROAVk.

⁵⁵ City of Palm Beach Gardens, “Palm Beach Gardens Police Department- Recruitment Video,” *youtube.com*, May 26, 2020, <https://www.youtube.com/watch?app=desktop&v=-Ftkjd19J5k>.

⁵⁶ Andrew Wolfson, “Louisville Police Recruiting Video Lures ‘Action-Movie Heroes,’ Not Guardians, Experts Say,” *Louisville Courier Journal*, January 23, 2021, <https://www.courier-journal.com/story/news/local/2020/07/14/Impd-recruiting-video-seeks-warriors-not-guardians-experts-warn/5390736002/>.

report a peer, you will be ostracized.⁵⁷ This is sometimes referred to as “the blue wall of silence,” and its pervasiveness in some police agencies’ culture has been well documented.^{58 59} Officers bound to the duty to protect their own serve to reinforce the “us versus them” dynamic that exacerbates the warrior concept.

These factors create a problematic culture among police officers in many academies. While curriculum and policy changes in academies are necessary for improving police and community relations, reforming the academy culture based on stress-oriented training is an important first step. As discussed in the final report of the Task Force on 21st Century Policing, “any law enforcement organization can make great rules and policies that emphasize the guardian role, but if policies conflict with the existing culture, they will not be institutionalized and behavior will not change.”⁶⁰

Using a different training approach, police academies can establish a guardian-centric culture that focuses on service to the community rather than fighting crime, while still preparing officers to effectively react and respond to crisis situations. As opposed to stress-based training, “resiliency-based” training has been shown to have several positive outcomes for trainees, including reductions in officer stress, negative emotions, and depression.⁶¹ Experts contend that this training style—which emphasizes strengthening officers’ critical decision-making skills, communication, and emotional intelligence skills—is better associated with the skills and tactics necessary to handle complex situations that officers are likely to face in the field. As noted by the CCJ, “while there is no rigorous evidence that examines the current composition of policing training content in the United States compared to potential alternatives, there is some evidence that training which enhances human interaction skills may improve officer-civilian interactions and reduce use of force.”⁶²

The seminal model for the resiliency-based approach was pioneered by Sue Rahr, a former police chief and member of the Task Force on 21st Century Policing. Lead by Rahr, the Washington State Criminal Justice Training Commission (WSCJTC), which trains every recruit in Washington State, began fostering an improved training culture. Before 2012, the commission operated in the paramilitary-style, with officers required to stand at attention when addressed by their superiors and berated for failing to complete challenges meant to be impossible. Classroom visual aids also reinforced the military mindset, with handcuffs, nightsticks, and skulls and crossbones proudly displayed.⁶³

To establish a more resiliency-based model, Rahr instituted several reforms. For example, rather than have recruits salute staff members, they are now required to initiate eye contact and conversation. In trophy cases and on walls, symbols glorifying the pride and danger of policing were replaced by visual aids representing the higher purpose and duty of the job, like the Constitution and Declaration of Independence. Frequent seminars, discussions, and exercises also encourage open communication and mindfulness. And

⁵⁷ Rich Schapiro, “If You Snitch, Your Career Is Done”: Former Baltimore Cop Says He Was Harassed, Labeled a ‘Rat’ after Attempt to Root out Police Brutality,” *nydailynews.com*, January 14, 2015, <https://www.nydailynews.com/news/crime/ex-baltimore-labeled-rat-police-brutality-claim-article-1.2077632>.

⁵⁸ “Blue Wall of Silence: The Record,” *The Marshall Project*, 2014, <https://www.themarshallproject.org/records/605-blue-wall-of-silence>.

⁵⁹ A clear example of this can be seen from a [Department of Justice Report](#) criticizing the culture of silence in the Chicago Police Department in 2017.

⁶⁰ Task Force on 21st Century Policing, “Final Report,” 12.

⁶¹ Rollin McCraty and Mike Atkinson, “Resilience Training Program Reduces Physiological and Psychological Stress in Police Officers,” *Global Advances in Health and Medicine*, 1, no. 5 (2012): pp. 44-66, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4890098/>.

⁶² Council on Criminal Justice, “Effectiveness of Police Training. Policy Assessment,” 4.

⁶³ Rahr and Rice, “From Warriors to Guardians”.

while physical tests remain rigorous, instructors now encourage recruits to keep pushing, rather than berating or punishing them for failure.⁶⁴

Additionally, while the paramilitary model tended to teach recruits through behavioral methods (punishing or rewarding success to reinforce proper conduct), the Washington State training commission now emphasizes the importance of adult learning methods, which modern psychological evidence suggests is more effective at teaching recruits.⁶⁵ In particular, the commission uses job-related case studies and student-led discussions to encourage the development of critical thinking skills and increased emotional intelligence.⁶⁶

These new training methods, along with changes to academy curricula emphasizing de-escalation over tactical force, have transformed the commission into a model for resiliency-based training. Other organizations have likewise developed models and methods for improving academy culture. The Innovative Policing Program (IPP), designed by faculty at Georgetown Law School, aims to rethink the role of police in enhancing public safety. Through training seminars, lectures, and workshops, the program has worked with many large departments to educate and work with officers on issues relating to racial injustice. Along with the Metropolitan Police Department (MPD) in Washington D.C., IPP has run programs to teach recruits to discuss the role of police in perpetuating racial injustice and has brought in many police and criminal justice experts to speak about policing in today's world.⁶⁷ The MPD has also inserted civilians into some senior-academy positions, a move signaling a break from a military-style culture.⁶⁸ Several other organizations have also been on the forefront of addressing peer accountability among officers.

In combination with other reforms to the stress-oriented training model, these new approaches are recognized as an important step towards reforming police culture to become more consistent with respectful and constitutional policing.

Policy and Curriculum Best Practices

Rebuilding police culture in the image of a community-oriented, service provider is a significant first step in reforming academies, but concrete policy and curriculum changes are necessary as well. Specifically, academies must design their training programs to address and resolve concerns regarding police-community relations and racial bias. The following are major areas of focus in police reform efforts that are consistent with this recommended change in academy culture. While this list focuses on and describes several of the major topics of academy reform, it does not include all potential areas of best practices.

Procedural Justice

Distrust between the police and communities of color is a significant barrier to effective policing. Over the last 30 years, public trust and confidence in the police has decreased despite consistent reductions in

⁶⁴ Josh Sanburn, "The Woman Who Is Restoring Order to Law," *Time*, October 13, 2016, <https://time.com/collection-post/4527347/2016-election-policing/>.

⁶⁵ Michael Birzer, "Theory of Andragogy Applied to Police Training".

⁶⁶ Daniel M. Blumberg et al., "New Directions in Police Academy Training: A Call to Action," *International Journal of Environmental Research and Public Health* 16, no. 24 (December 6, 2019): 4941, p. 3, <https://doi.org/10.3390/ijerph16244941>.

⁶⁷ "Innovative Policing Program," *Innovative Policing Program*, <https://www.law.georgetown.edu/innovative-policing-program/>.

⁶⁸ Brooks, "Stop Training Police Like They're Joining the Military".

violent crime rates.⁶⁹ At the time of this writing, trust and confidence in policing has reached a modern-day low, where only 48% of Americans indicated they felt confidence in the police.⁷⁰

When communities lack trust in the police and believe that officers treat them unfairly, they are less likely to work collaboratively with law enforcement and less likely to defer to law and authority.⁷¹ Extensive research has shown that trust and confidence in law enforcement has a significant impact on public safety.⁷² For communities to trust the police, they need to see them as legitimate. The principle of procedural justice focuses on the public's perception of the legitimacy of law enforcement.

Scholars and police experts agree that to gain legitimacy, the police need to follow four main principles: (1) allow people to explain themselves or state their case before judgment, (2) react to real evidence and enforce the law consistently, without bias, (3) treat citizens with dignity and respect, and (4) present themselves with physical cues that show compassion and trustworthiness rather than arrogance and disdain.⁷³ Studies have consistently shown that responding to each of these concerns contributes to an increase in the perceived legitimacy of the police in the community.⁷⁴

Many departments have acknowledged the importance of procedural justice in modern policing and have begun to develop training programs to address it. These programs work to educate officers on the importance of procedural justice and provide them with the tools to address the four tenets of concern. Most notable in these efforts is the curriculum in procedural justice developed and implemented in 2012 within the Chicago Police Department (CPD)—with the assistance of academics Tom Tyler and Tracey Meares—that was attended by all CPD officers.⁷⁵ The initial “Legitimacy and Procedural Justice Training” course aimed to provide a clear understanding of the concept of procedural justice and the application of its principles to police work. After running the first session, the department designed a second phase of the program to reinforce the core concepts through scenario-based training and videos illustrating community-member perspectives.

An empirical evaluation of the CPD training program demonstrated some success. For example, a vast majority of officers (95%) reported positive attitudes after the training about resolving the concerns of the community, with these attitudes for the most part remaining in the long term.⁷⁶ Moreover, a 2020 study measuring the effects of the program on police use of force and complaints against officers found that the

⁶⁹Craig Fischer, ed., “Legitimacy and Procedural Justice: A New Element of Police Leadership” (Washington, DC: Police Executive Research Forum, March 2014), 1-2, https://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf.

⁷⁰ Megan Brenan, “Amid Pandemic, Confidence in Key U.S. Institutions Surges,” *Gallup*, August, 2020, <https://news.gallup.com/poll/317135/amid-pandemic-confidence-key-institutions-surges.aspx>.

⁷¹ Fischer, “Legitimacy and Procedural Justice,” 2.

⁷² “Procedural Justice,” *Truth & Justice*, <https://trustandjustice.org/resources/intervention/procedural-justice>. (see list of research links at bottom of webpage).

⁷³ Fischer, “Legitimacy and Procedural Justice,” 9-10.

⁷⁴ Steven L. Blader and Tom R. Tyler, “A Four-Component Model of Procedural Justice: Defining the Meaning of a ‘Fair’ Process,” *Personality and Social Psychology Bulletin* 29, no. 6 (June 1, 2003): pp. 747-758, <https://doi.org/10.1177/0146167203029006007>.

⁷⁵ Daniela Gilbert, Stewart Wakeling, and Vaughn Crandall, “Procedural Justice and Police Legitimacy: Using Training as a Foundation for Strengthening Community-Police Relationships,” (Oakland, CA: California Partnership for Safe Communities, February 2015), <https://bja.ojp.gov/sites/g/files/xyckuh186/files/bwc/pdfs/procedural-justice-and-police-legitimacy-paper-cpsc-feb-2015.pdf>.

⁷⁶ *Ibid.*

timing of the training corresponded with a 10% reduction in complaints against officers and a 6.4% reduction in police use of force against civilians.⁷⁷

Chicago's procedural justice training program has been adopted by many police agencies across the United States. Shortly after the program was introduced, representatives from the CPD ran workshops for several municipalities in California, including Oakland, Stockton, and Salinas, each of whom then designed their own programs to address the unique circumstances of their cities. For instance, with a particularly tense relationship between the Oakland Police Department and the city's community, Oakland included community leaders in planning their revised training program.⁷⁸ More departments are also continuing to build upon this program, including Birmingham, Fort Worth, Minneapolis, and Pittsburgh, for instance, while others like Seattle, have developed their own. Many of these programs have been equally successful; in Seattle, procedural justice training correlated to reductions in use of force incidents ranging from 16 to 50 percent.⁷⁹

Experts have also called for departments to address procedural justice concerns internally—that is, to establish care for the four tenets of concern in procedural justice among department members themselves. For example, research has shown that when officers feel respected by their supervisors, they are more likely to support and comply with decisions.⁸⁰ Moreover, treating recruits in the academy with respect and dignity allows them to feel happier and have a greater sense of self-worth, which in turn provides them with a deeper connection to an agency's mission and values.⁸¹

Rahr's training commission espouses both external and internal procedural justice through a philosophy called LEED—Listen and Explain with Equity and Dignity. While not taught through a particular course, the LEED model teaches officers to always listen to people when they explain their story, explain what they are doing, use and express consideration for fairness when acting, and treat people with dignity.⁸²

Community Policing Programs

A commitment to procedural justice goes hand-in-hand with community-oriented policing, or an emphasis on working cooperatively with people in neighborhoods to solve problems of public concern.⁸³ In doing so, police and the community garner a shared responsibility for maintaining order and public safety; community residents become more active in crime prevention, while police departments become more responsive to community concerns. Unlike traditional policing, which responds to calls for service once a crime is committed, community-oriented policing is focused on identifying underlying conditions for crime and

⁷⁷ George Wood, Tom R. Tyler, and Andrew V. Papachristos, "Procedural Justice Training Reduces Police Use of Force and Complaints against Officers," *Proceedings of the National Academy of Sciences* 117, no. 18, (2020): 9815-9821, <https://doi.org/10.1073/pnas.1920671117>.

⁷⁸ Gilbert et al., "Procedural Justice and Police Legitimacy," 10.

⁷⁹ Emily Owens et al., "Can You Build a Better Cop?," *Criminology & Public Policy* 17, no. 1 (2018): 41-87, <https://doi.org/10.1111/1745-9133.12337>.

⁸⁰ Nicole E. Haas, Maarten Van Craen, Wesley G. Skogan, and Diego M. Fleitas. "Explaining Officer Compliance: The Importance of Procedural Justice and Trust inside a Police Organization." *Criminology & Criminal Justice* 15, no. 4 (January 20, 2015): 442-63. <https://doi.org/10.1177/1748895814566288>.

⁸¹ Charlene Moe and Melissa Bradley, "Organizational Change through Decision Making and Policy: A New Procedural Justice Course for Managers and Supervisors," *The Beat*, April 2015, https://cops.usdoj.gov/html/dispatch/04-2015/a_new_procedural_justice_course.asp.

⁸² Sue Rahr, John Diaz, and Joe Hawe, "The Four Pillars of Justice Based Policing" (Washington State Criminal Justice Training Commission, n.d.), <https://www.rampagelaw.com/wp-content/uploads/sites/1500041/2020/02/05-Justice-Based-Policing-LEED.pdf>.

⁸³ "Community Policing," *National Police Foundation*, <https://www.policefoundation.org/projects-old/community-policing/>.

collaborating with the public to address these conditions proactively.⁸⁴ This is often achieved through frequent meetings with community members to provide advice and encourage neighborhood watch groups, decentralization of authority and increased officer discretion, and cooperation with other public agencies and stakeholders.⁸⁵

According to the Task Force on 21st Century Policing, community policing programs have been shown to reduce crime rates because they facilitate trust between the community and the police.⁸⁶ Moreover, since community policing programs often give officers greater discretion to respond to community concerns, evidence suggests these programs improve police job satisfaction.⁸⁷ Community policing has been cited as a major force behind decreasing crime rates, particularly in Boston, where every major category of crime has decreased in the last couple of decades.⁸⁸

While an effective community policing program goes beyond academy training, proposals for reform that focus on the academy are promising. In the Task Force on 21st Century Policing, several recommendations for officer training and education focus on building community relations.⁸⁹ For example, the task force recommends that law enforcement agencies engage and involve community members in the training process, and that agencies ensure basic training includes lessons on improving social interactions. In addition, academics and police experts like Seth Stoughton have proposed initiatives that require recruits to initiate non-enforcement contacts with community members.⁹⁰ By engaging in meaningful conversations without being able to use enforcement tactics, such a program would allow would-be officers to connect with community members less formally, building ties and allowing for easier cooperation with the community.

De-escalation Training

Widely shared incidents of excessive use of force by police officers, particularly against minorities, have led to increased public scrutiny into use-of-force training policies in police academies. In addressing an officer's decision to use force, most academies teach a decision model described as the "use-of-force continuum" which advises officers to always react with more force and more powerful weapons than the individuals they confront.⁹¹ However, as Sue Rahr explained, while some situations require officers to quickly take control with aggressive force, "in most situations, it's better if officers know how to de-escalate, calm things down, slow down the action."⁹² As such, experts like Rahr argue that police academies ought to teach their cadets skills necessary for de-escalation.

⁸⁴ William M. Rohe, Richard E. Adams, and Thomas A. Arcury, "Community Oriented Policing: What It Is - Why It Works - How to Get Started" (Chapel Hill, NC: The University of North Carolina Center for Urban and Regional Studies; The North Carolina Department of Crime Control and Public Safety, January 1997), <https://www.ojp.gov/pdffiles1/Digitization/169113NCJRS.pdf>.

⁸⁵ "Examples of Effective Community Engagement," *Ohio Collaborative Community-Police Advisory Board*, https://ericmembers.org/wp-content/uploads/2018/05/Examples-Community-Police-Engagement_Ohio.pdf

⁸⁶ Task Force on 21st Century Policing, "Final Report," 3.

⁸⁷ *Ibid*, 41.

⁸⁸ Thejasa Jayachandran, "Community Policing: A Success Story?: Rise of Community Policing," *Pioneer Institute*, August, 10, 2016, https://pioneerinstitute.org/better_government/community-policing-success-story/.

⁸⁹ Task Force on 21st Century Policing, "Final Report".

⁹⁰ Seth Stoughton, "Law Enforcement's 'Warrior' Problem".

⁹¹ Isidoro Rodriguez, TCR Staff, and Andrea Cipriano, "Police in America: Warriors or Peacemakers?," *The Crime Report*, June 18, 2018, <https://thecrimereport.org/2018/06/18/police-in-america-warriors-or-peacemakers/>.

⁹² Kimberly Kindy, "These Police Recruits Are Being Trained to Be Guardians, Not Warriors," *The Washington Post*, December 10, 2015, <https://www.washingtonpost.com/sf/investigative/2015/12/10/new-style-of-police-training-aims-to-produce-guardians-not-warriors/>.

Despite support for de-escalation training from Rahr and other experts, though, we do not know precisely the impact this type of training has on police-citizen interactions.^{93 94} Even the term “de-escalation” lacks an evidence-based definition in the policing field.^{95 96} Broadly speaking, nursing and psychiatry fields refer to de-escalation as a process used to prevent, reduce, or manage aggressive behavior during an interaction between two or more persons.⁹⁷ The *National Consensus Policy and Discussion Paper on Use of Force*, released in October 2017, was one of the first documents to define de-escalation as it relates to policing. They proposed the following definition:

*Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with a reduction in the force necessary. De-escalation may include the use of such techniques as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.*⁹⁸

Rather than a description of the tactics or process, others have recommended a more succinct definition. For example, based on feedback gathered during focus groups with police officers, Todak and White define de-escalation as “bringing a situation or citizen in crisis back to a calm state, using the least amount of force possible.”⁹⁹

Proponents of de-escalation training within law enforcement agencies argue that this type of training provides officers with enhanced skills to resolve conflicts in highly confrontational situations without the use of force.¹⁰⁰ In turn, an officer’s ability to defuse these encounters enhances both officer and civilian safety in police-citizen interactions. Critics of de-escalation training, however, suggest these tactics contradict traditional policing operational responses, increasing officers’ risk for injury by encouraging slow responses to potentially volatile situations.^{101 102} Unfortunately, available research on the impacts of de-escalation training provides limited insight on arguments pertaining to the efficacy of this training. Like most training programs implemented within law enforcement, de-escalation training has not been the subject of

⁹³ Robin S. Engel, Hannah D. McManus, and Tamara D. Herold, “Does De-escalation Training work? A Systematic Review and Call for Evidence in Police Use of Force Reform,” *Criminology & Public Policy*, 19, no. 3 (2020): pp. 721-759, <https://doi.org/10.1111/1745-9133.12467>.

⁹⁴ Robin Engel, Hannah D. McManus, and Gabrielle T. Isaza, “Moving Beyond “Best Practice”: Experiences in Police Reform and a Call for Evidence to Reduce Officer-involved Shootings,” *ANNALS of the American Academy*, 687, no.1 (2020): pp. 147-165, <https://doi.org/10.1177/0002716219889328>.

⁹⁵ Engel et al., “Does de-escalation training work?”.

⁹⁶ Natalie Todak and Lois James, “A systematic social observation study of police de-escalation tactics,” *Police Quarterly*, 21, no. 4 (2018): pp. 509-543, <https://doi.org/10.1177/1098611118784007>.

⁹⁷ Engel et al., “Does de-escalation training work?”.

⁹⁸ International Association of Chiefs of Police, “National Consensus Discussion Paper on Use of Force and Consensus Policy,” (Alexandria, VA: Contributing Organizations, 2017), <https://www.theiacp.org/resources/document/national-consensus-discussion-paper-on-use-of-force-and-consensus-policy>.

⁹⁹ Natalie Todak and Michael D. White, “Expert officer perceptions of de-escalation in policing,” *Policing: An International Journal*, 42, no. 5 (2019): 842, <https://doi.org/10.1108/PIJPSM-12-2018-0185>.

¹⁰⁰ Janet R. Olivia, Rhiannon Morgan, and Michael T. Compton, “A Practical Overview of De-Escalation Skills in Law Enforcement: Helping Individuals in Crisis While Reducing Police Liability and Injury,” *Journal of Police Negotiations*, 10, no. 1: 15-29 (2010), <https://doi.org/10.1080/15332581003785421>.

¹⁰¹ David Blake, “Does de-escalation endanger police officers or save lives?” *PoliceOne*, 2017, <https://www.policeone.com/Officer-Safety/articles/455355006-Does-de-escalation-endanger-police-officers-or-save-lives/>.

¹⁰² Tom Jackman, “De-escalation training to reduce police shootings facing mixed reviews at launch,” *The Washington Post*, 2016, https://www.washingtonpost.com/local/public-safety/de-escalation-training-to-reduce-police-shootings-facing-mixed-reviews-at-launch/2016/10/14/d6d96c74-9159-11e6-9c85-ac42097b8cc0_story.html.

substantial empirical evaluation.¹⁰³ ¹⁰⁴ As a result, little is known regarding the development, delivery, and impact of this type of training.

The most comprehensive study to date, however, shows promising results for a de-escalation training program called Integrating Communications Assessment and Tactics (ICAT). Developed as a national model for de-escalation training by PERF and hundreds of police professionals across the United States, the ICAT program aims to “provide first responding police officers with the tools, skills, and options they need to successfully and safely defuse a range of critical incidents.”¹⁰⁵ Specially designed to account for situations involving unarmed individuals experiencing mental health or other crises (situations that can lead to fatal encounters if the police respond aggressively),¹⁰⁶ ICAT encourages officers to create distance, use physical cover as protection, buy time speaking rather than commanding, and in general slow things down.¹⁰⁷

Implemented with the Louisville Metro Police Department (LMPD), researchers found that ICAT demonstrated a statistically significant 28% reduction in officer use of force, 26% reduction in citizen injuries, and 38% reduction in officer injuries that corresponded directly with the training. This study, conducted by Robin Engel and her colleagues at the University of Cincinnati, represents the first large-scale, rigorous empirical evaluation of police de-escalation training that has demonstrated a significant reduction in police use of force. Further, the ICAT training specifically is the only de-escalation training curricula with clear and strong evidence regarding its impact on police behavior.¹⁰⁸

Already adopted by almost 100 departments in the country, including Louisville, Camden, and Baltimore, the program has proven successful. As described above, evaluation of the program’s implementation in Louisville found that ICAT led to significant reductions in use of force incidents, officer injury, and citizen injury.¹⁰⁹ In Camden, the ICAT program, in combination with a variety of other new policies and training, led to excessive force complaints dropping from 65 in 2014 to 12 in 2017, and overall crime rates dropping 23 percent since 2013.¹¹⁰ A second study of ICAT in Camden demonstrated a 40% reduction in serious force incidents for the police department, providing further optimism regarding de-escalation training and policies.¹¹¹

Other anecdotal accounts have reported reductions in officer use of force after implementation of enhanced de-escalation training. In San Francisco, for instance, a new training program corresponded with a 24 percent decrease the following year.¹¹² In Newark, no officer fired a single shot while on duty in 2020 to

¹⁰³ Lum et al., “An Evidence-assessment of the Recommendations of the President’s Task Force on 21st Century Policing”.

¹⁰⁴ National Research Council, “Fairness and Effectiveness in Policing”.

¹⁰⁵ “ICAT: Integrating Communications, Assessment, and Tactics,” *Police Executive Research Forum*, <https://www.policeforum.org/icat>.

¹⁰⁶ Heather Carroll, “Overlooked in the Undercounted: The Role of Mental Illness in Fatal Law Enforcement Encounters,” *Treatment Advocacy Center*, December 2015, <https://www.treatmentadvocacycenter.org/overlooked-in-the-undercounted>.

¹⁰⁷ Rodriguez et al., “Police in America”.

¹⁰⁸ Engel et al., “Examining the Impact of ICAT”.

¹⁰⁹ *Ibid.*

¹¹⁰ Rodriguez et al., “Police in America”.

¹¹¹ Goh, “Did De-escalation Successfully Reduce Serious Use of Force in Camden County, New Jersey?”.

¹¹² Dan Morse and Tom Jackman, “Police De-Escalation Training Gaining Renewed Clout as Law Enforcement Seeks to Reduce Killings,” *The Washington Post*, October 27, 2020, https://www.washingtonpost.com/local/deescalation-training-police/2020/10/27/3a345830-14a8-11eb-ad6f-36c93e6e94fb_story.html.

which the department credits their de-escalation program.¹¹³ While more studies should be conducted to determine the precise causal effects of these training programs, these results provide initial promising evidence that an emphasis on de-escalation is safer for both the police and the community.

Crisis-Intervention Team (CIT) Training

Public attention and acceptance of mental illness have grown in recent years.¹¹⁴ Of particular concern for activists is the relationship between police and individuals with mental illness. Since 2015, almost a quarter of fatal shootings by police officers involve persons with mental illness.¹¹⁵ Responding to growing concerns over people with mental illness traumatized and even dying in police custody, in 1988, the National Alliance on Mental Illness (NAMI) provided funding for a community task force in Memphis called the Crisis Intervention Team (CIT) to oversee a training program for Memphis Police Department Officers.¹¹⁶ The training was designed to keep people with mental illness safe during a mental health crisis and teach officers to connect those in crisis with proper treatment services, rather than conducting an arrest, when possible. Today, there are over 3,000 CIT programs across the world.¹¹⁷ These programs are community-based and rely on partnerships between police organizations, mental health advocates, and people living with mental health issues.

Once a department implements a CIT program, officers who volunteer and pass screening can receive 40 hours of classroom training to recognize and de-escalate situations involving individuals experiencing a behavioral health crisis. Once trained, these officers serve as specialized responders to mental health crisis calls. The goal of the CIT model is to increase the safety of police interactions with individuals experiencing a crisis, to improve access to behavioral health services for individuals in crisis, and to reduce reliance on the criminal justice system in addressing behavioral health-related challenges.

The Memphis CIT model is one of several training programs designed to facilitate better police responses to behavioral and mental health crises.¹¹⁸ For example, the co-responder team program pairs trained police officers with mental health professionals to respond to situations involving an individual experiencing a behavioral health crisis.¹¹⁹ Law Enforcement Assisted Diversion (LEAD) is a pre-booking diversion model that serves to divert individuals charged with minor offenses to community-based mental health or addiction services.¹²⁰ Case management team models partner police and behavioral health professionals in the identification, engagement, and case management of individuals with serious mental illness or disability.¹²¹

¹¹³ News 12 Staff, "Newark Police: No Officer Fired a Single Shot in 2020, Thanks to De-Escalation Program," *News 12 - The Bronx*, December 30, 2020, <https://bronx.news12.com/newark-police-no-officer-fired-a-single-shot-in-2020-thanks-to-de-escalation-program>.

¹¹⁴ Sophie Bethune, "Survey: Americans Becoming More Open About Mental Health," *American Psychological Association*, May 1, 2019, <https://www.apa.org/news/press/releases/2019/05/mental-health-survey>.

¹¹⁵ Julie Tate et al., "Fatal Force," *The Washington Post*, March 28, 2021, https://www.washingtonpost.com/graphics/investigations/police-shootings-database/?itid=ik_inline_manual_3.

¹¹⁶ Laura Usher et al., "Crisis Intervention Team (CIT) Programs: A Best Practice Guide for Transforming Community Responses to Mental Health Crises" (Memphis, TN: CIT International, 2019), <https://www.citinternational.org/resources/Best%20Practice%20Guide/CIT%20Guide%20Interactive%20Web%20Version%20Final.pdf>.

¹¹⁷ *Ibid.*, 2.

¹¹⁸ <https://www.theiacp.org/projects/academic-training-to-inform-police-responses>

¹¹⁹ Hannah McManus et al., "Assessing the Impact of Co-Responder Team Programs: A Review of Research" (Cincinnati, OH: IACP/UC Center for Police Research and Policy, 2020).

¹²⁰ Hannah McManus et al., "Assessing the Impact of Law Enforcement Assisted Diversion (LEAD): A Review of Research" (Cincinnati, OH: IACP/UC Center for Police Research and Policy, 2020).

¹²¹ Hannah McManus et al., "Law Enforcement-Based Case Management Services: A Review of Research" (Cincinnati, OH: IACP/UC Center for Police Research and Policy, 2020).

And mobile crisis team models (MCTs) are a mental-health based response in which an interdisciplinary team of mental health professionals rapidly respond to behavioral health crises.¹²² While CIT has arguably been the most popular behavioral crisis response model (and is currently employed by APD), each one described provides its own unique benefits and challenges, and should all be considered as viable options for police departments.

Since the inception of CIT, there have been several evidence-based evaluations of the training's effectiveness. While the literature shows some mixed results particularly concerning the precise effects of training on favorable community outcomes like reduced incarceration, there is encouraging evidence of positive effects of CIT training on officer behavior, attitudes, and knowledge of relevant issues.¹²³ For example, CIT training improves officer knowledge surrounding behavioral health-related challenges and increases officer confidence in their ability to successfully intervene in a crisis incident.^{124 125 126 127} Moreover, research has shown that for CIT-trained officers, conducting a referral or transport was more likely and conducting an arrest less likely than for officers without training.¹²⁸

While CIT training has proved effective in several areas of concern, it is, by itself, an insufficient solution to the broader problem of police responses to mental health calls. According to the executive director of CIT International, Ron Bruno, some departments see the 40-hour CIT training as merely a box to check off, and they do not take the appropriate steps to integrate the program into the wider mental health care system.¹²⁹ Ideally, Bruno argues, efforts need to be focused on increasing broader community resources for individuals with mental illness to allow responses to crises that do not involve law enforcement; merely training police officers does not directly address this issue. Departments should continue to build relationships and cooperate with local mental health services as well as supplement CIT training with additional programs to reduce stigma.¹³⁰ While CIT training provides officers with more tools to do their jobs safely and effectively and can improve their knowledge of mental illness and community resources, additional programs may be warranted as well.

Peer Intervention Training

The science on why good people fail to act when they ethically should act has been the subject of scientific inquiry for decades, originating from discussions on inaction during the holocaust.¹³¹ It has been applied in

¹²² Hannah McManus et al., "Assessing the Impact of Mobile Crisis Teams: A Review of Research" (Cincinnati, OH: IACP/UC Center for Police Research and Policy, 2020).

¹²³ Amy C. Watson, Michael T. Compton, and Jeffery N. Draine, "The Crisis Intervention Team (CIT) Model: An Evidence-based Policing Practice?" *Behavioral Sciences & the Law*, 35, no. 5-6 (2017): pp. 431-441, <https://doi.org/10.1002/bsl.2304>.

¹²⁴ *Ibid.*

¹²⁵ Randy Borum et al., "Police Perspectives on Responding to Mentally Ill People in Crisis: Perceptions of Program Effectiveness," *Behavioral Sciences & the Law*, 16, no. 4 (1988): pp.393-405, [https://doi.org/10.1002/\(SICI\)1099-0798\(199823\)16:4<393::AID-BSL317>3.0.CO;2-4](https://doi.org/10.1002/(SICI)1099-0798(199823)16:4<393::AID-BSL317>3.0.CO;2-4).

¹²⁶ Michael T. Compton et al., "Crisis Intervention Team Training: Changes in Knowledge, Attitudes, and Stigma Related to Schizophrenia," *Psychiatric Services*, 57, no. 8 (2006): pp. 1199-1202, <https://doi.org/10.1176/ps.2006.57.8.1199>.

¹²⁷ Michael T. Compton et al., "A Comprehensive Review of Extant Research on Crisis Intervention Team (CIT) Programs".

¹²⁸ Michael T. Compton et al., "The Police-Based Crisis Intervention Team (CIT) Model: II. Effects on Level of Force and Resolution, Referral, and Arrest," *Psychiatric Services*, 65, no. 4 (2014): pp. 523-529, <https://doi.org/10.1176/appi.ps.201300108>.

¹²⁹ Eric Westervelt, "Mental Health and Police Violence: How Crisis Intervention Teams are Failing," *National Public Radio*, September 18, 2020, <https://www.npr.org/2020/09/18/913229469/mental-health-and-police-violence-how-crisis-intervention-teams-are-failing>.

¹³⁰ Cassidy B. Haigh, Anne L. Kringen, and Jonathan A. Kringen, "Mental Illness Stigma: Limitations of Crisis Intervention Team Training," *Criminal Justice Policy Review*, 31, no. 1 (2018): pp. 42-57, <https://doi.org/10.1177/0887403418804871>.

¹³¹ Ervin Staub, *The Roots of Goodness and Resistance to Evil: Inclusive Caring, Moral Courage, Altruism Born of Suffering, Active Bystandership, and Heroism* (Oxford, England: Oxford University Press, 2015).

other areas such as drunk driving,¹³² airlines,¹³³ medical sciences,¹³⁴ prevention of sexual assault,¹³⁵ and prevention of genocide.¹³⁶ Clearly, the principles of bystandership and peer intervention are not new, but their application to the policing practice has been limited.¹³⁷ Given the scarcity of effective peer intervention into officer misconduct, many have called for programs specifically designed for this purpose.

One of the first peer intervention training programs, *Ethical Policing Is Courageous* (EPIC), was designed to prevent and mitigate police officer mistakes and misconduct. First developed and implemented by the New Orleans Police Department (NOPD) pursuant to a federal consent decree in 2016, EPIC is built upon the social science research regarding “bystandership.” A bystander is any witness who is in a position to understand what is occurring and can take action; a *passive* bystander is one who fails to intervene when the circumstances warrant action and an *active* bystander is one who does.¹³⁸ EPIC aims to increase active bystandership to promote peer intervention by officers who will intervene in another’s action to prevent or reduce misconduct or mistakes, particularly in use-of-force situations.

The NOPD developed this department-wide program due to the explicitly stated requirement of developing a use-of-force training that emphasized ethical decision making and peer intervention from their Consent Decree with the US Department of Justice.¹³⁹ EPIC teaches officers how to intervene safely and effectively with learnable skills. There are several elements of EPIC training that are based on research. For example, EPIC emphasizes the power of active bystanders¹⁴⁰ as well as the inhibitors of action,¹⁴¹ based on research from social psychology. Scholars note that for a program like EPIC to succeed in a police department, a culture change is required through the involvement and support of superior officers.¹⁴²

EPIC has not yet been subject to formal evaluation, but the NOPD reported preliminary program success through significant reductions in citizen complaints¹⁴³ and several officer anecdotal accounts of program

¹³² Nancy Lee and Philip Kotler, *Social Marketing Changing Behaviors for Good* (Los Angeles, CA: Sage Publications, 2008).

¹³³ Robert O. Besco, “To Intervene or not to Intervene? The Co-pilot’s Catch 22,” *Proceedings of the Human Factors and Ergonomics Society Annual Meeting*, 39, no. 1 (1995): pp. 20-24, <https://doi.org/10.1177/154193129503900106>.

¹³⁴ Stephanie Shapiro, “A Renewed Call to ‘do no harm’,” *John Hopkins Medicine DOME*, 62, no. 8 (2011): 6, <http://www.hopkinsmedicine.org/news/publications/dome/issues>.

¹³⁵ Shawn Burn, “A Situational Model of Sexual Assault Prevention Through Bystander Intervention,” *Sex Roles*, 60, no. 11 (2009): pp. 779-792, <https://doi.org/10.1007/s11199-008-9581-5>.

¹³⁶ Ervin Staub et al., “Healing, Reconciliation, Forgiving and the Prevention of Violence after Genocide or Mass Killing: An Intervention and its Experimental Evaluation in Rwanda,” *Journal of Social and Clinical Psychology*, 24, no. 3 (2005): pp. 297–334, <https://doi.org/10.1521/jscp.24.3.297.65617>.

¹³⁷ Jonathan Aronie and Christy E. Lopez, “Keeping Each Other Safe: An Assessment of the Use of Peer Intervention Programs to Prevent Police Officer Mistakes and Misconduct, Using New Orleans’ EPIC Program as a Potential National Model,” *Police Quarterly*, 20, no. 3 (2017): 295-321, <https://doi.org/10.1177/1098611117710443>.

¹³⁸ Ervin Staub, *Training active bystanders: A curriculum for school and community* (Orange MA: Quabbin Mediation, Inc., 2007), http://people.umass.edu/estaub/TAB_curriculum.pdf.

¹³⁹ “Consent Decree Regarding the New Orleans Police Department,” *Nola.gov*, 2012, <https://www.nola.gov/nopd/nopd-consent-decree/>.

¹⁴⁰ Ervin Staub, “Helping a Distressed Person: Social, Personality, and Stimulus Determinants,” *Advances in experimental social psychology*, 7 (1974): pp. 293–342, (New York, NY: Academic Press), [https://doi.org/10.1016/S0065-2601\(08\)60040-4](https://doi.org/10.1016/S0065-2601(08)60040-4).

¹⁴¹ Bibb Latane and John Darley, *The Unresponsive Bystander: Why Doesn’t He Help?* (New York, NY: Appleton-Crofts, 1970).

¹⁴² Ervin Staub, “Witnesses/bystanders: The tragic fruits of passivity, the power of bystanders, and promoting active bystandership in children, adults, and groups,” *Journal of Social Issues*, 75, no. 4 (2019): pp. 1262-1293, <https://doi.org/10.1111/josi.12351>.

¹⁴³ Tom Jackman, “New Orleans police pioneer new way to stop misconduct, remove ‘blue wall of silence’,” *The Washington Post*, January 24, 2019, <https://www.washingtonpost.com/crime-law/2019/01/24/new-orleans-police-pioneer-new-way-stop-misconduct-remove-blue-wall-silence/>. (“Citizen complaints have dropped significantly, from 850 in 2016 to 734 in both 2017 and 2018, they said.”)

success in the field.¹⁴⁴ Several agencies have taken steps to adopt a similar program, and command staff from nearly 100 police departments (including Austin Police Department) have traveled to New Orleans to learn more about EPIC.

Building on EPIC, the NOPD and the Innovative Policing Department developed another training resource called Project ABLE (Active Bystandership for Law Enforcement) that “prepare officers to successfully intervene to prevent harm and to create a law enforcement culture that supports peer intervention.”¹⁴⁵ Project ABLE offers training, technical assistance, and research available at no cost for all departments in the nation to teach the importance of and allow for the facilitation of officer intervention. Several large departments, including Baltimore (pursuant to a federal consent decree), Philadelphia, Boston, and the WSCJTC are already participating.¹⁴⁶ The ABLE training is now being offered in over 100 police agencies across the country and will become part of the state-mandated training for all police agencies in New Jersey.

It is important to note that, while these programs have shown promise and are anecdotally effective, they have not been empirically examined. While they are based on strong conceptual frameworks, it is unknown if they achieve their intended effects of: (1) changing police culture, and (2) reducing excessive use of force or other problematic behaviors.

Implicit Bias Training

Implicit bias refers to an unconscious prejudice that people may develop due to differential life experiences.¹⁴⁷ In contrast to explicit bias, which is akin to traditional “racism,” all humans are subject to some form of unconscious bias that may influence perceptions and behaviors, resulting in discriminatory decision-making.¹⁴⁸ The “automatic association people make between groups of people and stereotypes about those groups,” is a well-studied psychological phenomenon.¹⁴⁹ ¹⁵⁰ Long noted as a barrier to fair policing, implicit bias provides one potential explanation for the well-documented racial and ethnic disparities that exist across a range of policing outcomes, including traffic and pedestrian stops, arrests, and use of force across the country.¹⁵¹

Due to the high rates of minority citizen contact with police, the impact of implicit bias in policing could be especially profound. Indeed, the existence of implicit bias in officers specifically has been demonstrated in research.¹⁵² The Task Force on 21st Century Policing specifically acknowledged implicit bias and its role in producing disparities in outcomes, calling for police training to reduce the impact of such biases. Based

¹⁴⁴ <http://epic.nola.gov/home/>

¹⁴⁵ “Active Bystandership for Law Enforcement (ABLE),” *Active Bystandership for Law Enforcement (ABLE)*, <https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/>.

¹⁴⁶ “Police Departments Across Country Embrace Active Bystandership to Prevent Harm,” *Business Wire*, September 29, 2020, <https://www.businesswire.com/news/home/20200929005159/en/Police-Departments-Across-Country-Embrace-Active-Bystandership-to-Prevent-Harm>.

¹⁴⁷ Patricia Devine, “Stereotypes and Prejudice: Their Automatic and Controlled Components,” *Journal of Personality and Social Psychology*, 82, no. 1 (1989): 62, <https://doi.org/10.1037/0022-3514.56.1.5>.

¹⁴⁸ John F. Dovidio, Kerry Kawakami, and Samuel L. Gaertner, “Implicit and Explicit Prejudice and Interracial Interaction,” *Journal of Personality and Social Psychology*, 82, no. 1 (2002): pp. 62-68, <https://doi.org/10.1037/0022-3514.82.1.62>.

¹⁴⁹ “Implicit Bias,” *Truth & Justice*, <https://trustandjustice.org/resources/intervention/implicit-bias>.

¹⁵⁰ Kirsten Weir, “Policing in Black & White,” *American Psychological Association*, December 2016, <https://www.apa.org/monitor/2016/12/cover-policing>.

¹⁵¹ Lorie A. Fridell, *Producing Bias-Free Policing: A Science-based Approach* (New York, NY: Springer, 2017).

¹⁵² Keith B. Payne, “Prejudice and Perception: The Role of Automatic and Controlled Processes in Misperceiving a Weapon,” *Journal of Personality and Social Psychology*, 81, no. 2 (2001): 181, <https://doi.org/10.1037/0022-3514.81.2.181>.

upon a large body of psychological research demonstrating that biases can be managed,^{153 154} interventions typically begin by educating individuals regarding the existence of implicit bias and, subsequently, teaching various skills to reduce and manage these biases.¹⁵⁵

Despite the accumulating evidence from other disciplines demonstrating a mixed picture regarding the impact of implicit bias training on changes in behavior,^{156 157} there remains a critical need to examine implicit bias training for police. One literature review conducted in 2018 found no experimental evaluations of implicit bias training for police officers.¹⁵⁸

Since this review, only one study—involving the New York City Police Department (NYPD)—has been conducted that specifically examines the impact of an implicit bias training program (Fair and Impartial Policing) on police attitudes and behavior. Using a randomized control trial design, these researchers found increases in officers' reported knowledge about implicit bias, and modest changes in officers' attitudes that correlated with training delivery.¹⁵⁹ For example, 70 percent of participants gained a better understanding of implicit bias, while more than two-thirds learned new strategies that they expected to apply to their work.¹⁶⁰ Moreover, new psychological research has shown promising avenues to reduce implicit bias, including the facilitation of intergroup contact and displaying counter-stereotypic exemplars.¹⁶¹ However, the NYPD study demonstrated no detectable changes in reported racial and ethnic disparities in stops, frisks, searches, use of force, arrests, summons, or citizen complaints after the training was implemented.

Based on the lack of research on the effectiveness of implicit bias training, the CCJ concluded: (1) additional research is needed to determine whether implicit bias training programs that differ in content and dosage yield better results, and (2) lowering the frequency of high-discretion police stops may be more likely to reduce biased policing than offering implicit bias training.¹⁶² Of note, however, is that the CCJ did not consider the potential (unknown) positive impact that implicit bias training may have on changing the culture of policing. Increasing trainees' general knowledge and understanding regarding implicit bias should remain an important goal of police academies, especially to support the transformation from a stress-oriented to resiliency-based approach, and its corresponding impact on academy culture.

¹⁵³ Margo J. Monteith, Steven A. Arthur, and Sara M. Flynn, "Self-regulation and Bias," *Group Processes & Intergroup Relations*, 13, no. 2 (2010): pp. 183-200, <https://doi.org/10.1177/1368430209353633>.

¹⁵⁴ Thomas F. Pettigrew and Linda R. Tropp, "Allport's Intergroup Contact Hypothesis: Its History and Influence," *On the Nature of Prejudice: Fifty Years After Allport* (2005): pp. 262-277, <https://doi.org/10.1002/9780470773963.ch16>.

¹⁵⁵ Fridell, "Producing Bias-free Policing".

¹⁵⁶ Patrick S. Forscher et al., "A Meta-analysis of Procedures to Change Implicit Measures," *Journal of Personality and Social Psychology*, 117, no. 3 (2019): pp. 522-559, <https://doi.org/10.1037/pspa0000160>.

¹⁵⁷ Doyin Atewologun, Tinu Cornish, and Fatima Tresh, "Unconscious Bias Training: An Assessment of the Evidence for Effectiveness" (Manchester United Kingdom: Equality and Human Rights Commission, 2018), <https://www.equalityhumanrights.com/sites/default/files/research-report-113-unconscious-bias-training-an-assessment-of-the-evidence-for-effectiveness-pdf.pdf>.

¹⁵⁸ Renee J. Mitchell and Lois James, "Addressing the Elephant in the Room: The Need to Evaluate Implicit Bias Training Effectiveness for Improving Fairness in Police Officer Decision-making," *Police Chief Magazine*, 2018, <https://www.policiechiefmagazine.org/addressing-the-elephant-in-the-room/>.

¹⁵⁹ Robert Worden et al., "The Impacts of Implicit Bias Awareness Training in the NYPD" (International Association of Chiefs of Police/University of Cincinnati Center for Police Research and Policy, July 2020), <https://www.theiacp.org/sites/default/files/2020-09/NYPD%20Implicit%20Bias%20Report.pdf>.

¹⁶⁰ *Ibid.*

¹⁶¹ Katherine B. Spencer, Amanda K. Charbonneau, and Jack Glaser, "Implicit Bias and Policing," *Social and Personality Psychology Compass* 10, no. 1 (2016): 50-63, <https://doi.org/10.1111/spc3.12210>.

¹⁶² Center for Criminal Justice, "Effectiveness of Police Training".

Officer Wellness

Academies often stress the importance of maintaining proper physical health through fitness training and proper nutrition. Physical fitness can reduce an officer's risk of injury in the line of duty and can allow officers to perform their jobs more effectively. As a result, many departments impose strict requirements for physical fitness in the academy. However, just as important to an officer's safety and effectiveness in their job is their overall wellness and mental health. Policing can take a significant toll on mental health: officers must remain vigilant while working long hours, they are often exposed to crisis and tragedy, and they frequently encounter verbal abuse and scrutiny. Officers are therefore likely to experience stress, anxiety, and other mental states. This can negatively affect their judgment under pressure and make it harder for them to connect with others, thereby reducing their effectiveness in serving the community.¹⁶³

In addition, when stress from the job accumulates, it can lead officers to burnout, depression, and even suicide; officers are 2.4 times more likely to die by suicide than homicide, while they are almost twice as likely as the general public to experience suicidal ideations.¹⁶⁴ More departments are recognizing this and are beginning to develop programs in and outside the academy to address overall wellbeing, rather than just physical wellbeing. While doing so allows officers to be more effective at their jobs and keeps them safer, it also acknowledges that officers are not emotionless soldiers, but are ordinary human beings who deserve care and support in their jobs.

One particularly successful program is the San Diego Police Department's Wellness Unit, where a more comprehensive approach to wellness was developed in response to several tragic incidents involving mentally unstable officers. With the introduction of the Wellness Unit, officer-wellness services like peer support, psychologists, and stress management training were centralized, and a robust culture of wellness was created. The program attempts to normalize wellness services by training recruits early in the academy on emotional survival and providing accessible resources to all new officers. The unit also offers a two-day effective interactions training course and various workshops to respond to troubling emerging trends in wellness. A PERF review of the wellness program in 2017 found that 70 percent of officers in the program felt that the stigma associated with asking for help was decreasing, while 79 percent of officers said they would feel comfortable walking into the wellness center—good evidence that the program is successful in creating a culture of wellness.^{165 166}

Nationally, the Bureau of Justice Assistance (BJA) offers the *Officer Robert Wilson III Preventing Violence Against Law Enforcement and Ensuring Officer Resilience and Survivability (VALOR) Initiative*, which provides training programs and resources to promote immediate and long-term officer safety, wellness, and resilience.¹⁶⁷ While they offer several different programs, the *Law Enforcement Agency and Resilience Training Program* has been subject to recent evaluation.¹⁶⁸ This three-day program aims to provide law enforcement personnel the resources needed to manage stress, overcome challenges and adversity, and

¹⁶³ Deborah L. Spence, et al., "Law Enforcement Mental Health and Wellness Act : Report to Congress" (Community Oriented Policing Services, 2019), 1, https://cops.usdoj.gov/pdf/2019AwardDocs/lemhwa/Report_to_Congress.pdf.

¹⁶⁴ Police Executive Research Forum, "Building and Sustaining an Officer Wellness Program: Lessons from the San Diego Police Department" (Police Executive Research Forum, 2018), 5, <https://www.policeforum.org/assets/SanDiegoOSW.pdf>.

¹⁶⁵ *Ibid.*

¹⁶⁶ For a more precise detail of the services offered and the steps taken to build the program, see the full report.

¹⁶⁷ Bureau of Justice Administration, "VALOR Officer Safety and Wellness Initiative," *Bureau of Justice Assistance*, n.d., <https://bjia.ojp.gov/program/valor/overview#ugj9n>.

¹⁶⁸ Hannah D. McManus, Nicholas Corsaro, and Robin Engel, "An Evaluation of the VALOR Law Enforcement Agency and Officer Resilience Training Program," 2020 (Submitted to the International Association of Chiefs of Police).

thrive in their professional and personal lives.¹⁶⁹ This training was evaluated at three police departments between 2018 and 2019, where researchers assessed attitudinal changes and perceived skill acquisition. Survey results suggested trainees were receptive and satisfied with the training, though there were limited statistically significant differences across trainees' self-reported resilience, mental health, and wellness. The authors noted several methodological limitations that precluded strong statements regarding the impact of the training program on law enforcement, indicating additional research was needed to assess training impact.¹⁷⁰

Psychological Skills

Though police academies provide some training for psychological skills, it is often undervalued as compared to physical skills. Effectively navigating high-stress situations in which an officer might need to use force requires intense psychological training. According to a paper on new directions in police academy training by several psychological, police, and academic experts, this not only involves proper cognitive skills like decision-making, impulse control, conscientiousness, and adaptability, but emotional, social, and moral skills as well.¹⁷¹

For training and assessing cognitive skills, many departments currently rely on performance in other training areas.¹⁷² However, departments need to design specific and standardized courses to directly assess cognitive aptitude. In addition, developing a recruit's independent decision-making skills is often impeded by the paramilitary model, which tends to micromanage cadet training and inform them exactly what to do at all times.¹⁷³ Instead, embracing the adult-learning model by providing discussions in break-out groups and simulations of high-stress scenarios can be more effective.

More must also be done to address officer's emotional skills, as an officer's emotional knowledge greatly affects how effectively they perform on the job. To remain composed in high-stress situations requires the ability to regulate one's own emotions, as well as the ability to recognize emotions in others. Research has shown that police officers can be taught to improve their emotional regulation skills, as well as their emotional intelligence.¹⁷⁴ ¹⁷⁵ Instituting comprehensive officer wellness programs is important to the development of these skills, as are teaching techniques like breathing and mindfulness, and encouraging physical fitness, sleep, and proper hygiene.¹⁷⁶

To establish valuable relationships with members of the community, officers must have proper social skills. As with cognitive and emotional skills, social skills like social competence (communicating tactfully and respectfully with others), teamwork, and persuasiveness can be taught and strengthened through a reformed academy culture. As noted earlier, when instructors of the paramilitary model berate and talk down to cadets, this effectively teaches cadets to do the same to the people they eventually serve. By instead treating cadets respectfully and providing them with the opportunity to lead as individuals, a training

¹⁶⁹ <https://www.theiacp.org/projects/law-enforcement-agency-and-officer-resilience-training-program>

¹⁷⁰ Hannah McManus et al., "An Evaluation of the VALOR Law Enforcement Agency and Officer Resilience Training Program".

¹⁷¹ Blumberg et al., "New Directions in Police Academy Training: A Call to Action".

¹⁷² *Ibid*, 4.

¹⁷³ *Ibid*, 5.

¹⁷⁴ Matthias Berking, Caroline Meier, and Peggilee Wupperman, "Enhancing Emotion-Regulation Skills in Police Officers: Results of a Pilot Controlled Study," *Behavior Therapy*, 41, no. 3 (September 2010): 329-339, <https://doi.org/10.1177/1748895814566288>.

¹⁷⁵ Nicola Schutte, John Malouff, and Einar Thorsteinsson, "Increasing Emotional Intelligence Through Training: Current Status and Future Directions," *The International Journal of Emotional Education*, 5, no. 1, 56-72, <https://psycnet.apa.org/record/2013-27507-005>

¹⁷⁶ Blumberg et al., "New Directions in Police Academy Training: A Call to Action," 7.

culture like that of the WSCJTC can help foster respectful communication skills in all cadets. Additionally, academies can design training programs to boost skills like persuasiveness through scenario work.

Finally, since police work also carries extreme moral challenges, academies need to foster moral maturity and integrity. Building these skills can be achieved by exposing cadets to moral risks in the academy; during case studies and scenario-training, cadets should consistently be asked to discuss what they would do and explain why. Academies might also benefit from supporting spiritual and religious commitments of cadets (when applicable), which might further help in instilling moral skills.

The Peace Officer Psychological Screening Manual, produced by the California Commission on Peace Officer Standards and Training (POST), has been at the forefront of providing guidance on all phases and aspects of the psychological evaluation process and includes many of the listed recommendations.¹⁷⁷ The Commission continuously revises its recommendations based on American Psychological Association Research, and it offers evidence-based reasoning in support.

Conclusion

In summary, although few forms of police training have been subject to scientific review, scholarship in this area is growing. Some forms of police training, including de-escalation training and procedural justice training have received recent empirical evaluation.^{178 179 180} These training programs have been correlated with several positive outcomes, such as reductions in use of force incidents, reductions in injuries, and increases in officer knowledge and skills. In contrast, training programs on implicit bias, peer intervention, officer wellness, and psychological skills have less evidence as to their efficacy but some of the initial findings are promising. While many of these types of programs have received some level of empirical evaluation, PERF found that, on average, officers do not spend a lot of time on these topics.¹⁸¹

Scholars note that police training is outdated and needs to include evidence-based, theory-informed curricula and delivery, which will ultimately improve learning and skill retention.^{182 183} A comprehensive review of the police training literature base has found that there is little evidence around police training modalities¹⁸⁴ and the existing literature is mostly hypothetical or based on other study populations. Despite these limitations, several of these studies point towards the utility of repeated content exposure and practice^{185 186} or booster programs.¹⁸⁷ The CCJ recommends that training content be delivered through a mixture of lecture, real-world video examples, scenario-based role playing, and group discussion.¹⁸⁸

¹⁷⁷ Shelly Spilberg and David Corey, "Peace Officer Psychological Screening Manual," *California Commission on Peace Officer Standards and Training*, 2014, https://post.ca.gov/portals/0/post_docs/publications/psychological-screening-manual/Peace_Officer_Psychological_Screening_Manual.pdf.

¹⁷⁸ Engel et al., "Examining the Impact of ICAT".

¹⁷⁹ Goh, "Did De-escalation Successfully Reduce Serious Use of Force in Camden County, New Jersey?".

¹⁸⁰ Nagin & Telep, "Procedural Justice and Legal Compliance".

¹⁸¹ Police Executive Research Forum, "Critical Issues in Policing Series".

¹⁸² Birzer, "The Theory of Andragogy Applied to Police Training".

¹⁸³ Mugford et al., "Improving Police Training From a Cognitive Load Perspective".

¹⁸⁴ Lum et al., "An Evidence-assessment of the Recommendations of the President's Task Force".

¹⁸⁵ Kang, "Space Repetition Promotes Efficient and Effective Learning".

¹⁸⁶ Mugford et al., "Improving Police Training From a Cognitive Load Perspective".

¹⁸⁷ McLean et al., "Randomized Controlled Trial of Social Interaction Police Training".

¹⁸⁸ Center for Criminal Justice, "Effectiveness of Police Training".

We highlight the potential benefit of adopting resiliency-based training approaches as opposed to the traditionally taught, military-style training approaches. We contend that this approach enhances the ability of police academies to establish a guardian-centric culture that focuses on service to the community, while still preparing officers to effectively react and respond to crisis situations.

Collectively the evidence suggests that police academies should reconsider the content and duration of training topics, along with their overall approaches for effective adult learning. Echoing the conclusions of the CCJ and many other experts in the field, we recommend a shift of the APD Training Academy away from a stress-oriented military style toward a resiliency-based approach supported by adult learning and student-centered instruction. Importantly, we encourage the APD to become an evidence-based learning organization, where changes in Academy training are rigorously tested and research findings are routinely shared with Academy staff and trainers to inform continual improvements in the curricula offered.

5 APD TRAINING ACADEMY – FINDINGS AND ANALYSIS

The Austin Police Department is the principal law enforcement agency serving Austin, Texas. With over 2,400 personnel, including approximately 1,800 sworn officers, and a budget of over \$375 million, APD is the fourth largest police department in the state of Texas. With ten patrol divisions and more than three dozen specialized units, APD serves a city of just under one million people and a geographical jurisdiction that spans 296.2 square miles.

The APD Training Academy is a self-described “state-of-the-art training facility”¹⁸⁹ located in southeast Austin, near the Austin-Bergstrom International Airport. The Academy facility contains classrooms, workout facilities, a firearm range, and a driving track. Academy staff includes the Training and Recruiting Units, all of whom work from the Academy grounds. The facility is shared by APD, the Austin Fire Department, and Austin-Travis County Emergency Medical Services. All police cadets train at the Academy for the duration of the training period. Cadets do not reside at the Academy and training hours are typically Monday to Friday from 7:00 a.m. to 4:00 p.m., with occasional night and weekend sessions.

Cadets selected to attend the Training Academy are assigned to either a Regular or Modified Academy.

- The Regular Academy is currently a 32-week program for police officer candidates with no prior law enforcement experience (starting with the 144th cadet class, cadets in the Regular Academy will also participate in a two-week community immersion program prior to the start of Academy training). Upon graduation, newly appointed officers are placed into a 12-week Field Training Program with a certified Field Training Officer (FTO). After successful completion of the Field Training Program, the officer is assigned to a permanent patrol shift, reporting to a corporal and sergeant.
- The Modified Academy is an approximately 17-week program for candidates with prior law enforcement experience deemed sufficient to qualify for a shorter, modified training program. Upon graduation, newly appointed officers are placed into an 8-week Field Training Program with a certified FTO, after which they are assigned to a permanent patrol shift reporting to a corporal and sergeant.

Cadet training consists of a combination of Physical Training, Academics, and Skills Training, and cadets are taught through a combination of classroom-based learning, hands-on physical and partner training, and scenario-based and role play instruction. The Training Unit, which is responsible for all cadet training, is divided into three separate sub-units: Cadet Training, Learned Skills, and Continuing Education.

In assessing the Academy, we have focused on a number of key areas, including Academy diversity, culture, teaching methods, cultural competency training, community input and participation, professionalism, cadet injuries and roadblocks to graduation, crisis intervention training, de-escalation and use-of-force training, the Field Training Officer program, and other issues of importance. Although the primary emphasis of our review has been on the readiness of the planned 144th cadet class in light of the City’s stated objectives, we have also focused on the long-term potential for developing a transformational, best-in-class police training academy.

¹⁸⁹ <https://www.apdrecruiting.org/academy>

KEY FINDINGS

Based on interviews conducted and documents and other sources reviewed, Kroll makes the following key findings and observations concerning the areas highlighted below:

5.1 Academy Diversity

Leadership. Academy leadership and supervisory staff currently reflect a significantly improved level of gender, racial, and ethnic diversity than in years past.

- The ten APD personnel who make up the ranks of Academy supervisory staff in the Cadet Training Unit (Commander to Corporal) as of March 15, 2021, include three females (Commander, Lieutenant of Cadet Training, and Sergeant of Learned Skills), two African American males (Sergeant of Cadet Training and Corporal of Learned Skills), and one Latino male (Sergeant of Cadet Training). Two of the female supervisors are also of Asian/Pacific Islander descent.
- Similarly, the Recruiting Unit supervisory staff presently consists of five APD personnel from Commander to Sergeant, including two females (Commander and Sergeant of Recruiting) and two African American males (Lieutenant of Recruiting and Sergeant of Recruiting II). The Recruiting Unit also includes significant racial and gender diversity at the officer and civilian ranks. Of the 18 officers assigned to the Recruiting Unit, seven are female, six are African American, and three are Hispanic (there are currently no Asian officers in the Recruiting Unit).

Training Unit. Overall, the Training Unit at the Academy shows the following gender and demographic breakdown as of March 15, 2021:

	# Personnel by Unit	Training Units by Ethnicity ¹							Training Units by Gender ¹	
		White	Hispanic or Latino	Black or African American	Asian	Choose Not To Disclose	Two or more races	American Indian / Alaska Native	M	F
Cadet Training	15	53.3%	13.3%	6.7%	20.0%	-	6.7%	-	73.3%	26.7%
Learned Skills	17	52.9%	23.5%	17.6%	5.9%	-	-	-	94.1%	5.9%
E-Learning	3	100.0%	-	-	-	-	-	-	100.0%	-
Advanced Education/CE	11	54.5%	45.5%	-	-	-	-	-	100.0%	-
All Training Units	46	56.5%	23.9%	8.7%	8.7%	-	2.2%	-	89.1%	10.9%

NOTE: [1] Based on 03/15/2021 Roster compiled by APD HR.

- Although Academy instructors overall are less diverse, at the officer ranks within the Academy there is more diversity than had been the case historically. For example, the 14 instructors assigned to the Cadet Training Unit include two females (one of whom is Hispanic), three Asian or Pacific Islander males, and a Hispanic male. Although there are currently no Black male or female instructors, the Lieutenant in charge of the unit recently looked into applicant pools for instructor positions and discovered that, within the past approximately five to six years, not a single Black male or female officer had applied for a vacant instructor position. Since hiring a Black male sergeant, the Cadet Training Unit has begun more affirmatively addressing the lack of racial diversity within the unit. As a result, the Cadet Training Unit has since seen an increased number of African American applicants and, with a recent vacancy posting for three positions, the unit is actively working to recruit African American and other diverse candidates for these positions.

- The Learned Skills Unit instructors consist of 14 men and no women (although there is one female supervisor, as noted above), of which eight are white, two Black, and four Hispanic.
- The instructors and supervisors in the Advanced Education and E-learning units are entirely male, of which nine are white and four Hispanic (plus one Hispanic male with a temporary assignment).
 - Leadership is well aware of the need to further increase racial, gender and ethnic diversity among the ranks of Academy instructors, and APD claims to be actively in the process of recruiting diverse officers to fill the ranks of current vacancies.
 - There seem to be a variety of reasons why the Academy has had difficulty increasing diversity among its pool of instructors, including financial disincentives (a loss of overtime and shift differential pay), physical fitness requirements, and a perception that instructor positions lack prestige or a pathway to promotion. Kroll notes, however, that other professional benefits counter these perceived disincentives, including better work schedules, additional training opportunities, access to Academy exercise facilities, and the satisfaction of teaching future officers.¹⁹⁰
 - Although APD's Chief of Police has the authority to unilaterally order transfers to the Academy in an attempt to increase diversity, the former Chief was reluctant to do so. Nevertheless, this is an additional tool in the Chief's toolbox that can be deployed if needed to enhance instructor diversity. For example, when the Boston Police Department faced a shortage of diverse investigators in their homicide unit several years ago, the department actively recruited candidates of color to apply for open positions and, when recruited officers expressed reluctance to make a change due to the intensity of the work and the quality of life that their current job assignment provided them, the Chief affirmatively ordered temporary transfers for the betterment of the department with the understanding that the officers could transfer back at the end of a year.

Recruiting Unit. The Recruiting Unit as a whole contains the following gender and demographic breakdown:

	# Personnel by Unit	Recruiting Units by Ethnicity ¹							Recruiting Units by Gender ¹	
		White	Hispanic or Latino	Black or African American	Asian	Choose Not To Disclose	Two or more races	American Indian / Alaska Native	M	F
Recruiting Teams 1 & 2	18	50.0%	16.7%	33.3%	-	-	-	-	61.1%	38.9%
Explorers/PAL	5	20.0%	40.0%	20.0%	20.0%	-	-	-	100.0%	-
All Recruiting Units	23	43.5%	21.7%	30.4%	4.3%	-	-	-	69.6%	30.4%

NOTE: [1] Based on 03/15/2021 Roster compiled by APD HR.

- Overall, the Recruiting Unit contains a diverse team of recruiters and background investigators and has developed a broad and effective outreach program that extends to other cities and states targeting historically black colleges and universities, Latinx organizations, women, and military veterans, among others.

Diversity of Planned 144th Cadet Class. The list of eligible cadet candidates who are currently expected to attend the 144th cadet class consists of one of the most diverse classes in recent APD history, as reflected

¹⁹⁰ See APD Training Academy Curriculum Review, page 4 (discussing Instructor Surveys) (June 19, 2020).

in the below charts (updated 3/31/2021).¹⁹¹ As noted, there are currently 77 candidates that have been approved (down from 95 candidates as of December 10, 2020, due to attrition caused by the delay in re-starting the Academy). An additional 15 candidates have made it to Stage 2 testing. If those candidates are all approved, there will be a total of 92 cadets in the 144th cadet class. The below charts show the ethnic and gender make up of these two pools of cadet candidates. The first chart shows the total numbers and the second chart shows the percentage breakdown:

	# Candidates by Group	Academy Class 144 by Ethnicity ¹					Class 144 by Gender ¹	
		White	Hispanic or Latino	Black or African American	Asian / Islander	Other	M	F
Hired Candidates	77	33	27	11	3	3	65	12
Scheduled for Stage 2 Testing	15	5	6	4	-	-	9	6
All Candidates	92	38	33	15	3	3	74	18

NOTE: [1] Based on "144th demographics.docx" provided 03/31/2021.

	# Candidates by Group	Academy Class 144 by Ethnicity ¹					Class 144 by Gender ¹	
		White	Hispanic or Latino	Black or African American	Asian / Islander	Other	M	F
Hired Candidates	77	42.9%	35.1%	14.3%	3.9%	3.9%	84.4%	15.6%
Scheduled for Stage 2 Testing	15	33.3%	40.0%	26.7%	-	-	60.0%	40.0%
All Candidates	92	41.3%	35.9%	16.3%	3.3%	3.3%	80.4%	19.6%

NOTE: [1] Based on "144th demographics.docx" provided 03/31/2021.

- By comparison, the 143rd cadet class, which graduated 42 cadets in October 2020, was 50% white, 33% Hispanic, 12% Black, and 2% Asian. The percentages as to race and ethnicity (though not gender) for both the 143rd cadet class and planned 144th cadet class compares somewhat favorably to the 2019 census estimates, which show Austin as 48% white, 34% Hispanic, 8% Black, and 7% Asian. Note that the 143rd cadet class originally had 57 cadets, of which 15 did not graduate.

Anti-Racism Training. There are recent indications that APD leadership is making an intentional effort to enhance knowledge and understanding of racial equity issues. Within the past year, APD leadership attended two anti-racism workshops to address and better understand issues of systemic and institutional racism within the department. For example, in February 2020, Academy leadership and cadet instructors attended *Beyond Diversity: Courageous Conversations About Race*, led by Dr. Glenn Singleton. In September 2020, 18 APD leaders attended a two-day "Groundwater Analysis of Racial Inequities" workshop led by Joyce James Consulting LLC. By all accounts, both seminars were well received, with some talk among APD leadership of possibly incorporating one of these workshops into cadet training or annual training for Academy instructors.

¹⁹¹ Data and classifications provided by APD.

- These workshops are designed to address larger issues of race and society, including issues of systemic and institutional racism. Police departments across the country struggle with accepting that their enforcement actions disparately impact communities of color. When speaking to Academy staff and APD personnel, Kroll heard frequently that APD does not make decisions based on race or ethnicity. Officers who are ethical and moral believe they would never intentionally discriminate or racially profile a subject. Getting officers to understand how long-standing systems of policing and society disparately impact communities of color can help establish a foundation to change police culture and positively impact community-police relationships.

Women's Mentorship Program. In 2019, the Academy developed a mentorship program for female cadets to help prepare and guide them through the Academy. The program was started by a female lieutenant after learning that the percentage of female officers employed at APD (approximately 10%) was less than the national average (13% overall and 17% for larger agencies), and that the female attrition rate at APD was also significantly above the national average, according to her research. The mentoring program, which was adopted as part of APD's 140th cadet class, attempted to provide support to female cadets by assigning them female officer mentors within the department. The goal was to provide guidance, encouragement, and assistance to female cadets as they navigated the various complexities they might face in the academy. Despite high hopes, the initial mentoring program was not successful at reducing female attrition. Of the 17 women who began the 140th Academy class, only four graduated.

The lieutenant who started the program teamed with an academic researcher to conduct additional research into the program and to obtain feedback from the program participants. Based in part on this feedback, adjustments were made to the mentoring program to address some of the concerns regarding potential conflicts in cadets reporting complaints about the Academy to their mentors, who might be perceived as having certain obligations pursuant to APD's chain of command, particularly if they were part of Academy staff. Assigning female officers within the department who do not work at the Academy as mentors generally mitigates this concern.

Overall, despite some conflicting information from former cadets, the feedback from cadets and mentors who have participated in the mentoring programs has been largely positive. Many female cadets have found that having a mentor within the department provides someone with whom they could address the stresses and anxieties associated with the training program, particularly as a female cadet, such as the physical component of training and the male-dominated instruction.

There currently are no other formal mentoring programs within the department. Developing additional mentoring programs for all cadets who believe they could benefit from having a mentor while in the Academy could help relieve some of the stresses all cadets inevitably face in the training environment and could prove particularly valuable to cadets of color. While cadets typically bond with their classmates, another classmate may not be able to help or provide appropriate guidance to a fellow cadet experiencing an issue or concern, as they are learning right along with their fellow cadets. But being able to confidentially consult with another officer in the department who has already experienced what the cadet has experienced may help put the cadet at ease knowing there is someone he or she can turn to for potential guidance.

LGBTQ+ Training. The Academy appears to do a good job of training cadets on LGBTQ issues, with two hours each of course content devoted to policing and transgender issues taught by an openly transgender instructor, and an introduction to LGBTQ issues traditionally taught by Sergeant Michael Crumrine, the president of the Austin Lesbian and Gay Peace Officers Association and a nationally renowned advocate for the LGBTQ+ community within law enforcement.

- The transgender course occasionally includes a guest speaker to discuss transgender issues from a parental standpoint. The speaker is the parent of a transgender daughter and the head of security and operations at a local community college. He is relatable to cadets and provides powerful testimony from a father that helps build empathy and understanding on transgender issues and the prejudices and stresses confronting transgender individuals.
- That said, the Academy needs to do a better job of incorporating awareness of LGBTQ issues into tactical training taught in the Learned Skills Unit. For example, we were informed that Learned Skills does not teach cadets how to properly search Transgender individuals (they only teach male/female searches). What are respectful ways to approach it? What questions should officers ask of transgender subjects? How can the Academy properly equip cadets for respectfully handling these sensitive issues when confronted with them on the streets? Many Learned Skills instructors have traditionally been uncomfortable with transgender issues, but this needs to change if the department is to be a truly community-oriented police agency. Officers need to be trained tactically and properly prepared for all sorts of scenarios they will eventually face. APD will not gain community trust if officers are not perceived as empathetic to all communities in Austin, and they need just as much training in these areas as in tactics and procedure.
- Moreover, on a department-wide basis, the APD needs to improve training and educating officers in how to treat the LGBTQ+ community with dignity and respect. While cadets who have graduated from the Academy within the past six to seven years have received excellent training on transgender and LGBTQ issues, this training has not been pushed out to the department as a whole. Consequently, officers who graduated from the Academy more than seven years ago—including the “Fifth Floor” leadership at APD—have not received any department-sanctioned training on understanding the unique issues associated with the LGBTQ+ community,¹⁹² such as the heightened threat of violence faced by LGBTQ+ individuals; the LGBTQ+ community’s historical reluctance to report matters to the police; understanding present-day and historical relations between law enforcement and LGBTQ+ communities in the United States and the challenges and barriers faced by LGBTQ+ crime victims; the protocols for police interactions with LGBTQ+ individuals during searches, arrests and booking procedures, recordkeeping and report writing; and ensuring appropriate, lawful and safe treatment of LGBTQ+ suspects and detainees, and necessary medical care.
 - Some areas of particular note in which the department has lacked adequate training include: properly reporting the name, pronouns, and gender of individuals who are transgender, non-binary, or gender non-conforming; familiarizing officers with intimate partner violence involving LGBTQ+ individuals and how to assess incidents that are appropriate for same-sex relationships or those that involve trans partners; and being sensitive to the unique reporting barriers and challenges in the LGBTQ+ community, including fears of being marginalized, outed, abused, or ridiculed as a transgender or non-gender conforming person. It is imperative that all APD personnel receive comprehensive training about LGBTQ+ individuals and communities, including history, culture, contributions, challenges, and needs. Effective training will offer practical guidance for improving police-citizen interactions with LGBTQ+ individuals.

¹⁹² The term “LGBTQ+” refers to the broad group of people who do not conform to traditional expectations with respect to gender or sexual orientation, including lesbian, gay, bisexual, transgender/non-binary, and queer individuals, as well as those who are intersex, two-spirit, asexual, and many others.

Overview of APD Online Recruiting Materials

The Austin Police Department's official online recruitment outlets include its Facebook, Twitter, Instagram, and YouTube accounts, as well as its website, <https://www.apdrecruiting.org/>. An overview of these outlets, including a description and analysis of their contents, is provided below.

Facebook

The official Facebook account of APD Recruiting is @JoinAPD and includes videos, photos, and written posts. There are 38 videos posted to the page, including short outlines of four specialized units (Air Support Unit, Patrol K9 Unit, Bomb Squad, and Lake Patrol), informational presentations on the application and hiring processes, and miscellaneous videos showing workouts, promos, media features, and officer testimonials. Several hundred photos have been uploaded, including officer profiles, police-community interactions, and informational posters. One or two posts are added each week, including additional photos and information about recruitment events and the application process.

Many of the posted videos include diverse voices and depict a fun but disciplined academy environment. The presentations, interviews, and specialized units' videos also provide important and transparent information on the Academy. However, the Patrol K9 and Air Support Unit videos display the paramilitary and warrior side of policing, as they include clips of high action and sometimes aggressive policing sequences. While this is surely representative of part of the job, as a recruiting tool, it may attract candidates interested more in fighting criminals than serving or protecting the community. Additionally, all officers interviewed in these specialized unit videos were white males, suggesting a lack of diversity in these units.

The majority of posts and photos on the Facebook page spotlight positive police and community interactions and promote a police department dedicated to serving the community. For instance, there are posts showing officers attending community events, visiting young students, and walking with and listening to protesters following the murder of George Floyd. In addition, the department appears to have made a concerted effort to promote diversity in officer profiles, including the active recruitment of women. The page was created in 2009, and while early posts highlight weapons and use of force training, an overemphasis of which might also re-enforce the warrior mentality, in recent years these posts have become infrequent. The department should continue to highlight diversity and effective community policing on this page, but care should be taken to ensure that the department's actions, policies, and culture match those espoused in its public recruitment efforts.

Other Social Media

The recruiting team's Twitter and Instagram pages are both @JoinAPD, and feature much the same content as its Facebook page. While Twitter posts are slightly more frequent than Facebook posts, they likewise include officer profiles, event promotions, and examples of community interactions. All of the Instagram photos are included on the Facebook page. The YouTube account ("Austin Police Department Recruiting Unit") and most of its videos are a subset of those on the Facebook page. In addition, the YouTube page shares videos from ATXN and other news networks featuring interviews and spotlights of women in the APD, as well as several episodes of a four-part series on the Austin Explorers, which follows two Austin youth in a four-week program designed to highlight career opportunities in law enforcement. While these videos show diverse youth developing communication and leadership skills, the program adopts a paramilitary model. The page also includes a video from the Austin Police YouTube account overviewing the department and its efforts to build trust in the community, as well as a six-minute recruiting video shared by ATXN espousing the values of integrity, accountability, respect, and ethics within the department.

Website

The APD Recruiting Website provides prospective applicants with information about APD and its training academy. Under "The APD" tab, the website offers a brief overview of the department's merits and benefits, displays officer testimonials, and describes APD's commitment to the community beyond policing. Additionally, there is a page displaying testimonials specifically from women in the department, and a page describing the department's inclusion and appreciation of military veterans. Under the "Careers" tab, the website describes the application process, prospective pay and benefits, and several of the possible career paths for APD officers. The "Academy" tab contains a brief description of the regular academy and the modified academy, as well as a more detailed description of the components for cadet training. The website also offers a waiting list to participate in APD's Officer Ride-Along Program prior to applying. Additionally, there is a page dedicated to promoting the city of Austin, as well as an FAQ and Contact page.

LGBTQ+ Recruiting. The Academy's current efforts to recruit in the LGBTQ community include setting up a recruiting booth at the Austin Pride festival, highlighting the work of APD's LGBTQ officers, staffing the recruiting team with officers from the LGBTQ community, and adapting the hiring process to meet the current needs of the LGBTQ community (for example, Stage 1 testing in APD's hiring cycles allows for transgender applicants to test with the gender they identify as during the physical fitness assessments). The department also participates in the Pride parade and displays a picture of former Chief Manley marching in the Pride parade on the APD recruiting website page. APD recruiters are also encouraged to

seek out opportunities and generate ideas to market to the LGBTQ community, including working with the APD Office of Community Liaison LGBTQ representative and the Lesbian and Gay Police Officer's Association. In the past, members of APD have collaborated with the Trevor Project to produce a video aimed at preventing suicide among LGBTQ teens and publicly celebrated the transition of a transgender officer within APD.

Despite these efforts, the belief among openly gay officers we spoke with was that the department needs to be more proactive in recruiting LGBTQ candidates. Some examples of things the department does not currently do that would improve its outreach and recruiting in the LGBTQ community include partnering with Out Youth Austin, an organization that allows youths of all sexual orientations and gender identities a place where they are acknowledged and accepted for who they are; actively engaging with the Gay-Straight Alliance and queer-identified organizations on college campuses; and recruiting LGBTQ+ service members who want to stay in public service after they serve.

- In addition, the hiring standards of the department are perceived as somewhat antiquated, which further inhibits efforts to recruit members of the LGBTQ+ community. These standards and other aspects of the APD recruiting program will be a major focus of the next phase of Kroll's review.
- Moreover, although there is a civilian liaison to the LGBTQ+ community, supplementing that position with a sworn officer to serve in that function would help recruiting efforts.

5.2 Academy Culture

The culture of a police training academy reflects the culture of a department and impacts the mindset and approach to policing that newly sworn officers adopt upon graduation. How cadets are treated, how they are expected to act, what explicit and implicit messages are communicated to cadets – all of these things impact the type of police officer a training academy is trying to mold prior to sending him or her out into the community. While not everything about policing can be taught at the Academy, the physical and classroom components taught there are the primary formative experiences of each cadet before becoming a sworn officer.

In conducting this assessment, Kroll solicited a wide array of insight, experiences, and observations concerning APD Academy culture, and we received widely disparate views about the validity of the way things have traditionally been done within APD. We have therefore divided this section into two sub-sections. First, we provide a mostly critical view of Academy culture and training that was provided by several former cadets from the 137th and 140th cadet classes, supplemented by input from some recent graduates of the 143rd cadet class. However, because many of the negative aspects highlighted by the former cadets—which were supported by corroborating evidence and were consistent with the descriptions of past training practices as described by many current APD officials—have been modified within the past two years or so, we also provide a more up-to-date overview of Academy culture as it presently exists.

5.2.1 Academy Culture – A Critical View

Academy Culture as Described by Former Cadets. Kroll conducted detailed and comprehensive interviews of six former APD cadets from the 137th and 140th cadet classes. The statements and information provided by these former cadets were corroborated by personal documentation, including medical records, emails, text messages, Workman's Compensation Records, and, in one instance, a telephone recording between a cadet's father and an APD official.

Four of the cadets interviewed were enrolled in the 137th cadet class (May 2017 - December 2017), while two of the former cadets were enrolled in the 140th cadet class (October 2018 - May 2019). As indicated in the below chart, all of the cadets were separated from the Academy for physical training-related injuries.

Class #	Race	Gender	Official Reason for Separation	APD Separation Status
137	W	M	Failed Fight Day (3 attempts)	Involuntary*
137	B	F	Not physically ready / returning from light duty	Voluntary
137	W	F	Problems with family, police culture and fear of guns; injury to upper extremities during Fight Day	Voluntary
137	W	M	Injured during Fight Day (fractured rib)	Voluntary
140	W	F	Stress Reaction Training - not physically prepared	Voluntary
140	H	F	Stress Reaction Training - not physically prepared	Voluntary

*APD documentation lists this cadet as leaving for involuntary reasons; however, the cadet reported that he was coerced into signing a separation form indicating that he chose to leave voluntarily.

Although each of the cadets signed a separation form indicating that they voluntarily resigned from the Academy, they each claim they were essentially coerced into signing the forms when presented with the choice of voluntarily resigning or being terminated involuntarily. When cadets are terminated, they are prevented from ever again working in law enforcement in the State of Texas. Faced with this decision, most cadets resign voluntarily to avoid losing the ability to apply to other police departments in the state. This process was described sardonically by an APD official as a “voluntary-involuntary resignation” and also noted in the report on Racial Inequities and Institutional Racism by Joyce James LLC (2020), at page 20: “Certain cadets are targeted and pressured relentlessly, then asked to resign or be fired. In the latter case, they would likely be banned from future law enforcement jobs in the whole state.”

Many of the former cadets interviewed became visibly emotional when answering questions, and it was readily apparent that all of the cadets were serious applicants who exerted significant effort and made personal sacrifices—such as leaving their prior employment and relocating their families—in the hope of becoming sworn members of the APD. The findings and themes of these interviews are summarized below.

General Training Experiences

“Warrior” Culture. Each of the former cadets interviewed said that their Academy class taught the “warrior mentality” from the moment training began. They called the environment “toxic,” “abusive,” and “combative.” They felt that the methods used to teach embraced “intimidation tactics.” Instructors frequently yelled and cursed at the cadets. Cadets were punished in “smoke sessions” – i.e., physical punishment exercises designed to punish the entire class for one or more cadets’ “mistakes.” The cadets felt that the instructors lacked empathy and did not care about their well-being, which they believed would create police officers who were indifferent to the community.

Selective ridicule. Instructors chose specific people to relentlessly ridicule and mock, which occurred mostly during outside physical training and smoke sessions. Some of the cadets noted that those selected to be ridiculed tended to be minorities, females, smaller-statured cadets, older cadets (late 20s and older), and anyone who was perceived as unable to keep up with other cadets during a specific training session or who did not conform to a rule (stated or unstated). There appeared to be a particular bias against female cadets, which seemed to correspond to fewer females graduating. The bias exhibited by the instructors was

primarily driven by the perception that particular cadets could not meet the required physical fitness expectations needed to become an APD officer.

Bias-based instruction. Although the cadets found the course work challenging, some Academy instructors implicitly taught their students to be biased in enforcing the law. For example, the instructors discussed crime-fighting examples and showed films/video that frequently incorporated persons experiencing homelessness, minorities, and sex workers. The instructors made comments suggesting that cadets should target these groups on slow nights, implicitly suggesting that these population subgroups were a societal nuisance and basically worthless. One cadet reported: *“A firearms instructor asked us to routinely pick out someone out of a crowd. It could be at the grocery store, a game, he threw a few scenarios out there for us. He said pick that person and ask yourself, ‘How would I kill that person?’”*

As a result, some of the cadets perceived that the bias was inherently a part of Academy culture and that instructors were indoctrinated into that culture. According to the cadets interviewed, while APD “talked a good game” about being inclusive, in reality, they perpetuated exclusion. One cadet noted that, while *“on day one of training, one of the instructors stated if you have bias, you cannot bring it to work,”* it sounded as if the instructor had read from a rule book and it was not subsequently reinforced.¹⁹³

Anti-community bias. Two cadets recalled a female sergeant coming into their class asking the cadets why they wanted to be police officers. Before soliciting an answer to the question, the sergeant stated, *“You better not tell me it is because you want to help people, or I will punch you in the fucking face.”* The message absorbed by the cadets was that the Austin community was the enemy, and there was little emphasis on genuine community engagement. (Academy leadership has indicated that this incident involved a guest instructor who was subsequently admonished by APD).

Cadet Resources/Assistance. Most of the former cadets interviewed stated that there was no one to speak to about the problems they faced. When one cadet asked why he failed Defensive Tactics, he received no response. He heard indirectly that one had to take a certain number of hits to pass. Kroll notes that the inability of cadets to ask questions or challenge an action taken against them is consistent with the findings noted in the Racial Inequities and Analysis report of Joyce James Consulting, LLC (2020).

Training Academy Equipment/Facilities. In general, the former cadets interviewed did not feel that the equipment or facilities were biased toward one gender or race. However, one cadet stated *“There was a lot of waiting for bathroom breaks and the person in the bathroom had to be fast. There was not enough time to take off the equipment and go to the restroom; not enough privacy to change clothes – we had to change next to a car in the parking lot. If carpooled, you would be next to several people, men and women. Half-naked next to each other next to vehicles.”*

Separations/Resignations. All the former cadets interviewed believed they were essentially coerced into resigning because they were expressly told that, if they did not “voluntarily” resign, they would be involuntarily dismissed or terminated and could never work in law enforcement again. Although APD records indicate that one of these former cadets left “involuntarily” after he was badly injured during defensive tactics, he told Kroll that he eventually signed a form indicating he left voluntarily (it is unclear if this is a mistake in APD documentation).

¹⁹³ **Diversity.** Although the former cadets differed as to the degree of diversity within their respective classes, most reported that their class was more diverse when it started than at graduation, with graduating classes consisting of a higher proportion of white males than at the start of Academy. The instructors also lacked diversity in these cadet classes, with only one female and a small number of Hispanic instructors mixed among a large number of white male instructors.

Physical Training Experiences

Several former cadets interviewed, from both the 137th and 140th cadet classes, reported that Stress Reaction Training (SRT) and Defensive Tactics (DT) training was physically and emotionally abusive. The below summaries are approximate, or near-verbatim statements of these cadets as reflected in Kroll's notes of interviews:

A cadet from the 137th cadet class reported:

On day two, we were doing SRT (Stress Reaction Testing). The instructor yelled, "Anyone who is last [running] in getting back here will not get a drink of water." I pushed as hard as I could and hurt something in my leg. I thought I dislocated my hip, but I had sprained my hip muscle. He sent me to the ambulance; there were already two other cadets there who were dehydrated. They went to the hospital. One instructor followed them. I had an x-ray. The medical examiner told me, in front of the Academy instructor, I would need Physical Therapy to address the injury for at least 6 weeks. APD placed me on light duty. I was required to go to class at the Academy, but no physical training. I was on crutches.

One instructor said, in a threatening manner, something to the effect, "Wait until you get back out there." I felt guilt and sadness that I could not participate. I also felt that the instructor was intimidating me about my return to imply it would be worse than I could imagine.

Once I was back on regular duty, I was forced to do physical training immediately without any time after recovering from my injury to work back in training shape. I could not do it and ultimately passed out on day three of my return to full training.

I was laying on the floor semi-conscious when I was surrounded by instructors and a sergeant. The sergeant said, "You can't catch up." I said, "I can". When I realized this was not just a head game, I said "Okay, I will leave." The sergeant said "good" and gave me the papers to sign and I was asked to leave.

A cadet from the 140th cadet class, who resigned after the first SRT session, reported:

On the first day, in full uniform with boots and body armor, I fell behind in the first run. They said derogatory things about my weight. The cadets had to hold water bottles in t-position or overhead without moving for a period of time. They were repeating, "Why are you here? You are not going to make it so why don't you run to your car." They said I had my shoe untied and I was overweight. They had three water breaks in two hours and cadets were required to ask for water. They were prohibited from touching anyone during the drill, but I was grabbed three times [by instructors] during physical drills – I did not find it helpful. I was pulled out of the group and told to face the group. I saw people in heat distress. That is when I decided I had to get out. I did not feel like they were attending to cadets in distress or caring to see if everyone was ok. Ambulances were on the premises but too far away. It was hot, it was dangerous.

After we went from the fire tower back to the classroom, they asked if anyone wanted to leave. I left. Their own policy said you cannot do this drill more than 90 minutes, but they intended to do another 90 minutes. They are very nice to those who are getting ready to leave. "Are you ok? Do you need water?" At that moment we heard over the radio that "someone passed out." I heard several people (up to 9) had serious injuries, heatstroke, etc. that first day.

I felt there was a lack of caring for the cadets.

A second cadet from the 140th cadet class reported:

At 2:30 pm on day one, they took us outside, fully clothed in full uniform with water bottles. We went to the track. The instructors said, "We will do pushups and squats." A lot of yelling and directing (you cannot drink unless we tell you to). Run from one spot to the next and do pushups and squats. Stand and hold water bottles in both hands at a certain height and do not move. More running (and in boots). "No looking at each other, no checking on each other, no talking to each other."

Run again. Run again. We went to the Concrete Fire Burn Building. More squats, pushups, continued yelling. Some personal insults toward women's physical fitness. Called out one male using derogatory comments about him failing a previous class. Embarrassing specific cadets. Then we had to climb the tower stairs.

The instructors got a brush truck and started spraying the cadets with water. It is not painful, but it was just embarrassing. Then, we had to run back to the classroom at around 4:30 exhausted and soaking wet.

Two former cadets from the 140th cadet class, one male and one female, remained in the Academy through a portion of DT training, which was informally referred to as "Combat Training" and "Fight Day." This aspect of DT training occurred without any explanation or preparation. The below accounts were reported to Kroll with strong displays of emotion by the cadets we spoke with.

A female cadet from the 140th cadet class reported:

First day of defensive tactics, two people at a time were told to run around the track two times, then perform exercises like sit-ups and pushups until exhaustion, then go to the gym/ring, put on boxing gear and be ready to hit the instructors; we were specifically told to "hit the instructors, but not below the belt." There was no pre-drill preparation or training. When in the ring, I got hit by the instructor multiple times, and then was hit hard enough so I flew out the ring. I was told, "You must get back in the ring and keep fighting." I received a labral tear. I was told I was "small" and would have to just deal with it. I did not resign until firearm instruction, because during firearm instruction I had eye inflammation, an abdominal strain, and the labral tear, so shooting hurt more than I could bear. So, I resigned.

A male cadet from the 140th cadet class reported:

During DT week, I was very nervous because cadets already did not look "right" to me. One cadet had a bloody bruise on the inside of his thigh, another cadet had an injury, but people were not allowed to discuss DT. I had no professional training to fight. DT was going to be held in a separate building. The cadets waited for an hour. The Instructor came in and looked everyone over. The instructor said, "We are going to see who can fight and can't. Put your handgrips on and get your bags ready." Then, two additional officers came in. They said this is your last chance to use the restroom. The cadets were told to line up against the wall. I did not even know how to wrap my hands; I did the best I could. They then put us in groups by size. We ran across the track multiple times. Then we separated into groups and were told to do exercises, pushups, sit-ups; if you looked like you were slacking, you were told to do more. They played loud music. The instructors called us into the gym to put on headgear and a mouthguard. There were "three makeshift boxing rings."

The instructors told the cadets to hit a static object (heavy bag?). An instructor told me to hit the object harder. A plainclothes officer told me to go into the ring right now. The instructors were hollering and cursing at me. The instructor said, "No headshots, no groin shots." No questions were permitted. I went into the ring and into my corner. Then the [tall] officer started taunting me – "You gonna hit me, you gonna hit me?" The instructor hit me "with such force that my mouthguard almost fell out, I was trying to get it back in, then I got hit so hard I fell out of the ring."

I was told to get on my feet and go to a room. I felt like I had been knocked out and I was confused. I was told to sit down and not to talk in a closet with an officer who was also in that closet. A second cadet was sitting next to me "with no color in his face and he was acting confused."

After this round in the ring, I was told to go back to the track and run. I only recall being yelled at and being given orders. I was then told to go back to the gym, put the gear back on and hit the static object, and then to get back in the ring. They also had a large video camera in my face the whole time. When I went back into the ring, I was told not to hit the instructor's groin or head. The officer hit me in the kidney.

At that point, I thought I failed DT. I heard screaming: "Don't quit, keep fighting." I was hit harder, and I lost my breath. I was put back in that small room, closet, and prohibited from talking. After about 15 minutes, an officer came in and asked me if I was ok, and said, "If you need to quit, quit now." The instructor said, "You almost made it." He said you can keep going including the track, the exercises, hitting the object and getting back in the ring. I did not want to quit so I repeated the cycle and got back in the ring. This last time, a different officer hit me. I heard a cracking sound, and I was again hit out of the ring. The instructor told me, "You can't make it and you don't deserve to be here." He said, "Go to the fucking wall" (and the f-word is used constantly). Two officers came in and instructed me to follow them. I was given no medical evaluation and no water. I grabbed my stomach and vomited into the trash can. I saw blood. Another officer came in and told me that I did not pass the exercise. I said, "No sir, I do not understand." The officer replied, "You will sign these papers. We are going to do this the easy way or the hard way. If you do not sign these papers, you will not come back here or work in any other police department anywhere. You are injured, you obviously cannot continue." I attempted to argue: "I passed everything, what did I fail? There is no objective, no training." The officer replied, "If you do not sign it, we will terminate you." I signed the resignation document. They escorted me out.

After I resigned, I went to the hospital. I was evaluated and it was determined I had soft tissue damage. Some APD officers came to my home to interview me later that day. My significant other refused them entry into our home. I later learned (through word of mouth), that cadets needed to be able to take a specific number of hits to pass DT; you had to have a certain amount of endurance; it was a rite of passage.

In addition, although Kroll did not interview him, another former APD cadet who attended the 140th cadet class, filed a lawsuit against the APD on September 8, 2020.¹⁹⁴ The lawsuit alleged that eight cadets became ill during SRT drills before the plaintiff, who was allegedly incoherent and unable to walk, required

¹⁹⁴ KXAN Staff, "Former Austin police cadet sues department after being hospitalized during training," *KXAN Austin*, September 2020, <https://www.kxan.com/news/local/austin/former-austin-police-cadet-sues-department-after-being-hospitalized-during-training/>. (Wise v. Manley, Case Number D-1-GN-20-004731. Filed: 9/8/2020).

medical attention. The complaint further alleged that several cadets required emergency treatment because of heat and hydration issues that were caused, in part, by instructors' refusal to permit cadets unrestricted access to water. The complaint alleged that the plaintiff spent 30 days in the hospital and amassed over \$300,000 in medical expenses.

As the above statements and information suggest, the experiences of these former cadets paint a negative portrait of Academy culture and training that reflect poorly on how cadets were treated. The messages taught by such training tactics arguably bear little correlation to preparing cadets for policing as guardians of the community in a 21st century urban environment.

According to the former cadets interviewed, the physically abusive component of Academy training – at least in the 137th and 140th cadet classes – was excessive and led to many cadet injuries. As one cadet stated, *“The instructors had my future in their hands. Why didn’t they teach self-defense tactics before they commenced beating on me? I know there is a limit on the amount of force that is acceptable in a training scenario and it was far exceeded.”* The experiences of these cadets suggest that the physical and psychological abuse of SRT and DT exercises (leading to dehydration, exhaustion, muscle cramps/pulls, broken bones, injured soft tissue) was excessive and occurred before cadets were properly trained or prepared to participate in these intensive exercises. The lack of physical preparation, along with the inability of cadets to ask for help from peers and instructors when they were tired or hurting, led to a significant number of cadet injuries and, in many instances, permanent elimination from the Academy.

Kroll acknowledges that the above statements and information are limited to a half dozen or so former cadets and do not necessarily reflect the perceptions or experiences of many other cadets, successful and unsuccessful, who have graduated from the Academy during the past several years. Many APD officers we have interviewed over the past few months believe that the manner in which the Academy prepares cadets is necessary, and that the allegedly abusive practices noted above are essential to preparing cadets for contending with what can at times be a dangerous and pressure-filled job. These officers contend that, without an element of physical and psychological stress applied during training, officers will be unprepared for the many and varied stressful encounters they will inevitably confront, at the risk of public safety and officer safety. While some of the interviews confirmed aspects of SRT and Fight Day as described by the former cadets, others offered variations in the programs and described them as less abusive.

Academy Culture as Described by Recent Graduates. Kroll also interviewed four cadets¹⁹⁵ who went through the 143rd cadet class, which was greatly impacted by the COVID-19 pandemic. The Academy class was suspended on at least two occasions, as 83% of the cadets were at some point infected with COVID-19. This naturally caused heightened anxiety among cadets that training might be canceled, and partly as a result, Academy staff appeared to be particularly focused on retaining and graduating the cadets in that class.

Nevertheless, due to a combination of injuries, illness, and some failures, only 42 cadets (approximately 72%) of the original 58 candidates who entered the Academy graduated and, as noted above, at least two of those cadets will need to be recycled through the next Academy. Below is a summary of key topics explored during Kroll’s interviews with these recently graduated cadets:

“Warrior” Culture. All the cadets/officers felt supported during the 143rd cadet class. They believed the Academy staff cared about their wellbeing and they perceived instructors as unbiased. However, one cadet said the instructors were inconsistent in their behavior and training, with some instructors acting like

¹⁹⁵ Kroll attempted to interview eight recent Academy graduates, though only four responded. Although all four of the cadets/officers interviewed were male, they were racially and ethnically diverse, and included one white, one Black, one Hispanic and one Asian officer.

mentors while others acted more military-like and formal. Moreover, some instructors appeared more engaged with the cadets than others.

According to one cadet, Academy instructors emphasized that, during potentially hostile encounters, it is important that cadets/officers learn to “fight and win.” At no time was it suggested that potentially hostile encounters should result in a “win-win” with both the officer and citizen remaining unharmed.

Selective Ridicule. Although there was plenty of yelling, screaming, and cursing at cadets at various times during the Academy, these cadets did not perceive that any cadets were selectively ridiculed, and each responded differently to whatever harsh tactics were applied. Although some cadets were affected by it more than others, none of the officers felt that the screaming and cursing was excessive, and each believed it was to be expected in a police training academy.

Biased-based instruction. These cadets perceived the 143rd cadet class as diverse in terms of race, ethnicity, and gender, with no obvious drop-off among minorities or females upon graduation. However, one cadet felt there was insufficient Black representation in the class. None of these cadets perceived any instructor bias and each found their bias training informative, although one cadet noted that “it was a little confusing.”

One cadet, who is now a sworn officer, perceived some anti-female bias among some of his cadet class and suggested that the selection process may not capture biases such as misogyny. He also thought that, in the Academy and in the field after graduation, Black police officers are sometimes held to a different standard (e.g., their mistakes are less likely to be overlooked as compared to white officers). While this cadet observed some peer biases, he did not feel it was substantial or widespread.

Community bias. Each of the graduating cadets said the Academy provided a balanced perspective on when to apply protective versus warrior styles in policing. These cadets said they learned a great deal about community relations and population subgroups, including the LGBTQ+, Spanish-speaking, deaf, and mentally impaired communities. They believed the Academy taught the need to care for and understand the community, and to be equally fair towards all population subgroups. However, one newly sworn officer noted that, due to high call volumes, it is difficult to implement the community relations training they were provided at the Academy, due to lack of time.

Cadet Resources/Assistance. The cadets felt supported by Academy staff. For example, a Peer Support Sergeant spoke to the cadets several times and the Employee Assistance Program (EAP) staff spoke to their class during the first few days of the Academy. The cadets felt they could discuss their problems and that there were people to speak to if needed.

Physical Training. Some of the role plays were physically intense; one cadet described them as potentially excessive and “overly aggressive” and one cadet we interviewed was badly injured during the final role play. APD allowed this cadet to graduate and be assigned to light duty on the condition that, once cleared by medical staff, he would need to complete the final role play, which he subsequently failed. The cadet believed he failed because “he was forgotten about when on light duty assignment” and not physically rehabilitated to prepare him for the physicality of the final role play. Nevertheless, APD has since rehired this cadet, who will be recycled into the next Academy class.

Another cadet reported that Defensive Tactics exercises preceded any actual defensive skills training. He believed cadets should have received more skills training before DT, stating, “If you go to hitting a heavy bag without training, it will lead to broken hands and wrists.” This cadet was injured during DT, although he acknowledged that he may have simply exacerbated a prior injury.

Use of Force Training. The 143rd cadet class included significant emphasis on emotional control, verbal and tactical de-escalation techniques, including Crisis Intervention Team (CIT) training and Integrating Communications Assessment and Tactics (ICAT), two modern approaches to use-of-force situations that are consistent with best practices. One cadet thought that more “hands-on” training might further reduce the likelihood of escalation in use-of-force situations on the street. When the cadets were asked if they received any instruction in the classroom or on the range concerning when it would be appropriate to point a firearm at a person, we received inconsistent responses (e.g., two cadets said they received “no training,” although one said he may have heard something about a “fourth amendment seizure”, while two cadets were not sure if this issue was ever covered).

5.2.2 Academy Culture Today

Paramilitary model. The Training Academy remains a predominantly paramilitary training model, albeit with a greater emphasis than in years past on a classroom-based, learning-institute style of teaching.

- Although most Academy leaders describe the Academy as a “hybrid” model closely associated with a paramilitary model but tampered with a mix of adult learning courses, the reports of Dr. Villanueva and Dr. Ferguson, and interviews of Academy supervisors and instructors, suggest the paramilitary model continues to predominate.
- Three frequently cited examples of the Academy’s transition away from a paramilitary format include: First, the Academy has eliminated the requirement that cadets “make a hole” whenever an instructor or supervisor walks through the hallway (cadets were formerly required to stand at attention against the wall so that senior personnel could get through). Now, cadets are encouraged to extend a handshake, introduce themselves, and engage in conversation. Second, cadets are no longer required to wear camouflage, military-style attire as the uniform of the day in Academy. Third, there are fewer one-on-one, in-your-face stress actions (yelling and screaming), which are now more group focused.
- Cadet surveys administered by Dr. Ferguson after the 141st and 142nd cadet classes suggested that most courses continue to be taught in a highly formalistic and stress-based manner, with cadets yelled at, berated, and degraded by instructors in certain classes. Moreover, according to Academy instructors and supervisors with whom Kroll spoke, the Academy has continued to impose behavioral modification exercises (i.e., group calisthenics and exercise drills at the sandpit) as collective discipline for cadet mistakes and compliance failures.
- The report of the Community Video Review Panel (CVRP), released on January 18, 2021, also highlighted concerns regarding the Academy’s culture as reflected in many of the Academy’s training videos. A few of these concerns are highlighted in the below excerpts:

The us-versus-them bias was explicit in some of the videos--i.e. police work is “the deadly game of cops and robbers”; however, much of it was implicit. This bias manifested in the following ways:

- *An enhanced focus on officer safety over the safety of the community as a whole,*
- *A “warrior” versus “service” mentality in which officers see themselves as the “good guys” and the public they interact with often as “bad guys,”*
- *An emphasis on a kind of impossible objectivity and “professionalism” in which officers are expected not to have or show emotions and to view emotions from members of the public as problematic, and*

- *Most importantly, a view of the profession as primarily concerned with exercising and maintaining control, where officers are the agents of control and the public stands in need of being controlled.*

....

We also observed evidence of the growing militarization of policing in the videos. The significant number of military veterans serving as police officers has influenced police/community relations in ways evident in the training videos. Many police organizations actively propagate the idea that our cities are a kind of “war zone” rather than communities in which (mostly diminishing rates of) crime takes place, and the public contains a significant number of “bad actors” which must be treated as enemy combatants rather than citizens with shared rights. Such a dramatic and important shift only exacerbates the us/them dichotomy.¹⁹⁶

APD’s Rationale. APD leadership has expressed its belief to Kroll that some aspects of a paramilitary structure are an essential component of police culture and paramount to ensuring cadets are attuned to the chain of command and know what to do and how to respond in crisis situations. Indeed, the majority of APD and Academy leadership we spoke with questioned the suggestion in Dr. Villanueva’s report that paramilitary academies do not align well with the principles of community policing and problem solving and contribute to a “warrior” mindset, which leads to an “us vs. them” mentality of officers on the front lines fighting crime. Academy leadership and instructors we spoke with presented the view that, while it is important to emphasize the community-oriented skills of policing, the Academy must nevertheless instill in cadets the importance of following a strict chain of command and following orders in crisis situations. They further contend that this frequently requires the imposition of physical and psychological stress so that cadets are not faced with such high-stress situations for the first time while on the streets as sworn officers.

We agree that police officers can find themselves in life-threatening situations at a moment’s notice and need to deploy swiftly and effectively to address a threat in the community. Human beings often like to take their time and weigh options and outcomes before acting. Police work sometimes does not give officers that opportunity. There are times when orders need to be communicated clearly and quickly about how to respond.

That said, a Gallup poll in the summer of 2020 reported that confidence in the police had fallen to 48 percent, which was the first time in the 27 years Gallup has tracked this issue that such a low level of public confidence in policing was recorded.¹⁹⁷ Clearly, the customers of policing are unhappy with the product police departments are selling; reforms are needed. If one thing is certain, it is that the community does not want a paramilitary training academy or a police department that employs stress-based, military-like tactics unless absolutely necessary.

There is a need to train officers for the job and tasks they will be required to perform. The majority of those tasks involve using empathy, tact, discretion, and integrity when communicating with citizens. Training that prepares officers for the limited number of outcomes that require them to utilize legitimately required military-like tactics, such as apprehending a terrorist bomber or addressing a sniper situation, should not dictate the foundation of a department’s training program. Although Kroll believes in training officers to deal with real-world threats, which can include exercises that elevate a cadet’s heart rate and induce the physical effects of being placed in fear and under stress, it is equally important to train officers for their everyday responsibilities and duties.

¹⁹⁶ “Community Report: Austin City Council Resolution 66: Austin Police Department Training Video Review Panel” (January 18, 2021).

¹⁹⁷ Aimee Ortiz, “Confidence in Police is as Record Low, Gallup Survey Finds,” *The New York Times*, August 2020, <https://www.nytimes.com/2020/08/12/us/gallup-poll-police.html>

As noted in Section 4, police academies can establish a resiliency-based or guardian-centric culture which focuses on service to the community, while still preparing officers to effectively react and respond to crisis situations. As opposed to stress-based training, however, resiliency-based training has been shown to have several positive outcomes for trainees, including reductions in officer stress, negative emotions, and depression.¹⁹⁸ Strengthening cadets' critical decision-making skills, communication, and emotional intelligence skills is better associated with the skills and tactics necessary to handle the complex situations they are likely to face in the field. It is Kroll's opinion that this can occur without a paramilitary foundation.

“Warrior” vs. “Guardian”. Although APD leadership dislikes the “warrior vs. guardian” terminology, the new Commander of the Academy said she believes APD should train its cadets to be “70% guardians and 30% warriors.” “We are guardians, but we have to maintain a warrior mindset to stop immediate threats when they occur.”

- As an example, the Commander suggested to consider an officer assigned to protect school children. The officer is there as a guardian, but if a school shooting occurs, the officer needs to be prepared to respond immediately, sometimes with military-style tactics pursuant to strict protocols and clear lines of authority. Although hopefully these tactics are rarely employed, officers need to be prepared to employ and execute such tactics in crisis situations, which can only be taught at the Academy.
- Other real-life examples include the attempted insurrection at the United States Capitol building on January 6, 2021. In situations like that, clear lines of authority are essential to ensure a safe and effective response to threats posed by violent mobs and criminals. As it happened, the U.S. Capitol Police as a unit was initially unprepared for the insurrectionary mob that charged the Capitol building that day. As a result, the chain of command broke down, resulting in the death of one officer and approximately 130 injuries.
- By contrast, on April 15, 2013, officers in Boston did not delay and deliberate over their response to the terrorist attack that occurred during the Boston Marathon. Command was quickly established, directions and orders were followed, and officers were deployed pursuant to a strict command structure. At a moment's notice, officers had to resort to tactics and procedures learned during their reality-based training exercises at the police academy, thereby saving dozens of lives.

The mere use of the terms “warrior” and “guardian” has led to increased tensions in policing. Community activists point to officers in tactical vehicles and SWAT uniforms performing tactical operations in an unnecessarily “militaristic” fashion. This criticism is justified when police departments deploy heavy-handed equipment and tactics unnecessarily, such as when SWAT teams execute no-knock search warrants for low-level offenders, or when the police arrive in full tactical gear to peaceful protests. Such aggressive tactics are overbearing and establish an unfortunate tone that police are looking for a confrontation. This dynamic in policing was first flagged as a potential concern as early as 1997, when a survey of all police departments serving cities of 50,000 people or more provided the first comprehensive national data on SWAT team deployments. Their findings documented a rise in the number of SWAT teams and the normalization of these units into mainstream policing.¹⁹⁹

¹⁹⁸ Rollin McCraty and Mike Atkinson, “Resilience Training Program Reduces Physiological and Psychological Stress in Police Officers,” *Global Advances in Health and Medicine*, 1, no. 5 (2012): pp. 44-66.

¹⁹⁹ Peter B. Kraska and Victor B. Kappeler, “Militarizing American Police: The Rise and Normalization of Paramilitary Units,” *Social Problems*, 44, No. 1 (1997): pp. 1-18, <https://www.jstor.org/stable/3096870?seq=1>.

Police departments counter that policing requires discipline, clear lines of authority, and asperity in dynamic and tense situations. Most officers do not agree with the perception that donning protective equipment and approaching potential life-threatening situations in vehicles designed to give them the best chance of protecting themselves, while ending a threat to the community quickly, is indicative of them waging war in the communities they serve. Certainly, no one would suggest that using an armored vehicle to approach the Austin bombing suspect was an unnecessary deployment of equipment. But the manner in which APD responded to summer protests in 2020 contributed to community perceptions of a tone-deaf department not responsive to community concerns.

In our conversations with APD personnel and the community, Kroll has found that both groups agree that officers should be professional caretakers—protecting people and serving the community respectfully and professionally. There is also agreement that, when faced with a dangerous situation in which officers are subjected to fear, anxiety, stress, and potential violence, officers must regulate their responses, apply a guardian-centric, resilient approach, and ensure that citizen interactions are conducted without bias.

Regardless of what terminology is employed, a department's training programs should be assessed on whether they prepare cadets in a resilience-based rather than stress-based approach to policing in an effort to develop resilient caretakers.

Elimination of Abusive Practices. Following the 141st cadet class, as a result of complaints from cadets and a series of cadet injuries that had occurred in several of the previous Academy classes, the Academy modified practices, such as “Fight Day” and Stress Reaction Testing (SRT), that had been deemed unnecessarily abusive. These modifications were made in an attempt to reduce cadet injuries, lower the rate of attrition (which disproportionately impacted females and cadets of color), and create an environment more conducive to success and graduation.

- “Fight Day” (subsequently “Will-to-Win”) is part of defensive tactics training. Cadets initially run a lap around the track, after which they perform pushups and flutter kicks for approximately 4-5 minutes until called into the gymnasium, where they are required to jump rope. Cadets then don headgear and boxing gloves and punch a heavy bag for approximately two minutes. Three cadets are then selected to enter one of three boxing rings, where they each fight with a skilled and experienced instructor, who delivers a series of blows and punches at 40-50% intensity. The cadet is expected to fight continuously for three minutes and to perform through pain and exhaustion while continuing to fight. If the cadet stops fighting, the instructor continues to throw 40-50% intensity punches back at the cadet to encourage the cadet to fight back. Frequently, cadets have had no formal self-defense or hand-to-hand encounter training prior to this exercise.
- “SRT” or Stress Reaction Testing was modeled on military boot-stamp training and constituted a series of intense physical exercises combined with persistent yelling and screaming that occurred on day one or two of Academy and pushed cadets to their physical and psychological limits to see how they acted under extreme stress. The intent was to break down individual personalities and rebuild them as a unified team. This frequently resulted in several cadets dropping out and appeared to operate as a sort of hazing ritual to force out cadets who “could not take it.”
- Following the 141st Academy class, “Fight Day” was changed to “Will-to-Win” and became more structured and controlled than in years past. However, although the name has changed, the essence of the exercise has not materially changed. It occurs prior to cadets being taught any self-defense or other hand-to-hand defensive tactics, which places them at a distinct, and arguably unrealistic disadvantage against skilled and experienced sparring instructors.

- APD believes it is essential that cadets who have not experienced being physically assaulted or punched before arriving at the Academy should experience this for the first time in an Academy-controlled environment, and not in a hostile situation while on patrol after graduation.
 - Kroll notes, however, that APD personnel were unable to provide a persuasive rationale as to why such an exercise could not reasonably occur towards the end of Academy after cadets have received all essential defensive tactics training.²⁰⁰
- Two male staff members (an instructor and a supervisor) who were the most abusive during “Fight Day” (prior to the 142nd Academy class), especially to female cadets, have been removed from the Academy and replaced with more appropriate instructors. The Learned Skills Unit now has a highly regarded (within APD) female sergeant and African American corporal in supervisory roles.
- The Academy has eliminated SRT, which frequently resulted in injuries, dehydration, and forced resignations. Because Academy leadership determined that cadets were not being provided the tools to succeed and must be allowed to build physical capacity gradually, SRT was replaced with team-building exercises (TBX).
 - According to the lesson plan, the goal of TBX is “to create a physically and mentally stressful environment through exercise and problem solving,” which “will serve as an important introduction to the importance of teamwork and the need for strong leadership in law enforcement” consistent with the “philosophy, values, vision, and mission of the Austin Police Department.”
 - TBX occurs later in the Academy, which allows time to have cadets enhance their physical fitness levels before completing the team-building exercises. Although cadets are still placed under physical and psychological pressure to finish the tasks, TBX is a much-improved way to create the skills needed of officers to react under pressure while unifying individual personalities into a team without the humiliation and other components of military boot-camp training.
- The Academy has also eliminated a steep hill climb that was used for SRT and disciplinary purposes and which caused a lot of ankle injuries. This has been replaced by modified discipline that requires cadets to carry a 15 or 20-pound sandbag to classes for a day if they fail an exercise, as well as collective discipline (behavioral modification exercises) in which all cadets perform extra physical fitness drills when any one cadet fails (this occurs in the first trimester of the Academy as a way of demonstrating that one officer’s mistake affects all officers).²⁰¹

Officer Wellness. The Academy has attempted to provide transparent and effective support mechanisms for its cadets through several wellness-related services, including the following:

- In the first week of the Academy, Director of Officer Wellness, Rick Randall, provides overall information on the officer wellness programs.

²⁰⁰ In interviews with civilians who had accompanied APD officers on ride-alongs, it was noted that one officer commented that, if a physical conflict were to occur, he was going to “win” the encounter. Statements such as these give the impression of a “warrior” mindset among APD patrol officers.

²⁰¹ These collective discipline sessions are sometimes referred to as “smoke sessions.”

- At orientation, the Police Chief speaks about the importance of self-help and how to access department wellness services; the Commander gives the same information to family members who attend the academy orientation session with their loved ones.
- During weekly staff meetings, Academy leadership reviews the cadets' progress in major areas of academics, physical training, learned skills, and emotional well-being.
- In several documented instances, staff members have referred cadets experiencing coping issues, mental stress, or distress during the Academy to psychological services and the peer support unit.

5.3 Teaching Methods / Adult Learning

Adult Learning Methods. The reports completed by Dr. Villanueva in May 2020 and Dr. Ferguson in April 2021 affirmed the need for the Academy to better develop and incorporate adult learning theories into its curriculum and teaching methods and to move away from the rigid, formalistic, lecture-and-listen format that dominates many Academy classroom courses.²⁰²

- Although Academy instructors have been revising course content and lesson plans in preparation for the 144th cadet class, and submitting such content for supervisory review, until recently the primary focus has been on ensuring that all course content is compliant with the state-mandated Texas Commission on Law Enforcement (TCOLE) and Basic Peace Officer Certification (BPOC) requirements. Course revisions and updates were not directed at incorporating adult learning and other effective teaching strategies. Academy staff was awaiting guidance from Dr. Villanueva's replacement (see below).

Hiring of New Division Manager. On March 15, 2021, the Academy officially hired and onboarded Dr. Anne Kringen to replace Dr. Villanueva in her role as Organizational Development and Training Manager. Dr. Kringen most recently was Associate Professor of Criminal Justice at the University of New Haven. A police officer before she pursued her Ph.D. in Criminal Justice at Texas State University, her research interests are in Policing, Gender in the Criminal Justice System, Organizational Policy, and Criminal Justice Administration. In her published writings, Dr. Kringen has explored such topics as mental illness stigma and the limitations of crisis intervention, gender imbalances in policing, learning community policing through community engagement, the role of Civil Service Commissions on police diversity, and identifying barriers to Black applicants in police employment screening, among other topics.

- Dr. Kringen's official position at the Academy is Division Manager. On March 30, 2021, Interim Chief Joseph Chacon spoke with Academy staff and instructed them that Dr. Kringen has the same authority as Commander and that her instructions and recommendations must be complied with moving forward.
- One of Dr. Kringen's top priorities is to immediately work with instructors to ensure that (1) all lesson plans are updated, (2) content is current and corresponds appropriately to the objectives of the course, and (3) that adult learning and innovative teaching techniques are incorporated throughout Academy training.

²⁰² Dr. Ferguson's report specifically focused on course content for the following courses: Cultural Diversity, History of Policing, Professionalism and Ethics, Fair and Impartial Policing, Services for the Deaf and Hearing Impaired, Multiculturalism and Human Relations, Spanish, Transgender, LGBTQ, and Racial Profiling.

- On April 1, 2021, Dr. Kringen provided Kroll with an outline of her plan to work with instructors to update all course content consistent with the above three criteria. Once the content is sufficiently updated, she will review at least two lesson plans for each instructor to provide feedback and direction on conducting Phase Two reviews, which will ensure that:
 - Each lesson plan includes diversity, equity, and inclusion (DEI) content. Lesson plans that do not relate to DEI content must be verified by staff identified by the Division Manager.
 - Each lesson plan includes graphs or infographics that present ideas visually.
 - All PowerPoints comport to Ratcliffe's PowerPoint guidelines.²⁰³
 - Any material removed from PowerPoints is incorporated into handouts to be made available to cadets weekly, and that information included in both the handouts and the PowerPoints are consistent.
 - Each lesson plan includes assessments (graded or ungraded) for each learning objective.
 - Each lesson plan includes endnotes for content used to fulfill each learning objective (for each section) so content can be checked for accuracy and older content that should be updated can be identified easily. All TCOLE content is to be identified to indicate which content areas cannot be modified or deleted.
 - Each lesson plan includes at least one current event or local example that is relevant to each unit goal.
- Dr. Kringen will also be exploring Academy culture and helping to find the proper balance between academic-style learning, physical and tactical training, disciplinary measures, and chain-of-command structures.

Teaching Seminars. A majority of Academy instructors and supervisors attended two teaching seminars towards the end of 2020 that addressed how to more effectively present course content and teach in ways that enhance learning. In particular, Academy instructors and supervisors attended:

- A teaching symposium in December (co-led by Drs. Ferguson, Villanueva, and Sloan) that provided additional guidance on adult learning methods as applied to courses related to diversity, equity, and inclusion;²⁰⁴ and
- A Transformational Training seminar led by a team of instructors at Command Presence (<https://commandpresence.net/>), a police instructional training firm. The 8-hour seminar provided ideas and methods for evidence-based teaching methods designed to counteract “death by Power Point” and other uninspiring teaching techniques. This was well-received by Academy staff, and the Academy plans to require this training annually for all Instructors.

Role Plays and Scenario-based Content. Academy instructors with whom Kroll spoke noted that many Academy courses already include a lot of scenario-based and role play content that effectively teaches cadets how to apply what they are learning. For example, de-escalation, criminal law, and critical incident training each include several role-play scenarios. Critical incident training examines scenarios involving bipolar disorders, emotional depression, intellectual disabilities, and paranoia and hypervigilance. De-escalation training, including verbal de-escalation techniques, as well as criminal law training, applies role

²⁰³ <https://www.jratcliffe.net/post/ten-basic-tips-for-powerpoint-presentations>.

²⁰⁴ According to Dr. Ferguson, although many instructors expressed openness to further transitioning to an adult learning environment, the feedback from the symposium was disappointing (survey results were mixed with only nine surveys completed).

plays to scenarios involving family disturbances, the “button pusher,” an irate person in a civil dispute, the agitated driver, the passenger who tries to interfere with a driver arrest, and several others.

- While role playing is an important active learning technique, adult learning concepts involve more than simple role playing. The importance of updating the curriculum to incorporate modern and effective teaching methods that include open discussion, critical thinking, and active learning techniques is essential to overcome the passive lecture and listen techniques that have dominated a lot of Academy instruction in classroom-based classes.

Updated Instructor Job Descriptions. At the recommendation of Dr. Villanueva, the Academy recently revised Academy Instructor job descriptions to include appropriate expectations, duties, and responsibilities around teaching effectiveness. The revised job descriptions set forth the duties and responsibilities of Cadet Training and Learned Skills instructors, as well as Assistant Field Training Officers, including the need to model “professional behavior and communication,” exhibit “appropriate behavior, language, demeanor, and dress,” utilize “procedural justice practices, such as treating citizens with respect and decision making based on facts instead of biases, to achieve and maintain effective community policing,” and maintain an “appropriate and professional classroom atmosphere and training environment to engage students and facilitate learning.”

- The job descriptions have also tailored a comprehensive list of knowledge, skills, and abilities that each instructor must have to teach at the Academy, including the following:
 - Interest and commitment to teaching and learning
 - Knowledge of teaching strategies
 - Knowledge of adult learning theory
 - Ability to use a variety of instructional techniques, including lecture, assigned reading, group and individual assignments, conferences, debates, discussion groups, panels and seminars, simulations, case studies, and role play
 - Ability to communicate in ways that display empathy and understanding with other city employees and members of the community
 - Ability to apply emotional intelligence skills to understand and collaborate with members of the community to improve public safety, resolve issues, and build trusting relationships
 - Knowledge of effective community policing strategies and practices
 - Knowledge of the diverse cultural groups that make up Austin, Texas, and their unique concerns when it comes to law enforcement
 - Knowledge of appropriate techniques for deescalating situations and contacts
 - Skill in establishing and maintaining effective working relationships with the diverse cultural and social groups in Austin, Texas
 - Skill in appropriately utilizing listening and verbal abilities to maintain professionalism during difficult interactions with law enforcement

Scheduling in 40-hour blocks. The schedule for the 144th cadet class initially included large blocks of time devoted to such courses as Penal Code (40 hours in Week 3), Arrest Search and Seizure (40 hours in Week 5), and Traffic Code/Crash Investigation (40 hours in Week 7), which requires instructors (often the same instructor) to teach non-stop for much of that time, and cadets to absorb a huge amount of

information in a condensed period of time. Instructors lose some of their ability to effectively communicate as the time goes by. Cadets receive a large amount of new and technical information without time to effectively digest it. If they have concerns and need additional follow-up, there is no time to do so the next day or after class, as each day has a full load of new material to be presented.

Spreading out the courses with more frequent test taking could better enable cadets to learn from their mistakes and correct them when tested again on that information. Some students are sound oriented with the ability to hear an instructor present a lecture and retain it. Others are visually oriented and need to read the text, see videos, take notes, and review the learning to absorb the information. Large chunks of information are better distributed in shorter periods for a longer length of time. This would also provide instructors the ability to better address how the course fits into the overall mission of ethical policing and allow for more discussion by gradually building onto the foundation of the previous instruction.

An example could be learning in the morning session the law on when an officer can make a threshold inquiry pursuant to *Terry v. Ohio* based on reasonable suspicion. The next class could instruct recruits on how tactically to make such an approach along with when officers can conduct a frisk and when they cannot. This could be followed up with the rules and procedures of reporting a stop, coupled with appropriate report writing skills. Each instructor could build off the other. It would allow each instructor to weave in class discussions about professionalism, ethics, and integrity, and help ensure training is consistent with department and community values.

We understand that police training in the state of Texas comes under the purview of the Texas Commission on Law Enforcement (TCOLE), which sets the required minimum training an academy must cover so that cadets are eligible to take the state certification exam upon graduation. TCOLE recommends not only how the information should be presented and sets learning objectives for each course of instruction, but also recommends the sequence in which the course material should be taught. However, TCOLE allows academies to change the sequence, if necessary.

Kroll interviewed the TCOLE leadership team, which explained that they recommend the order of instruction based on past success of that curriculum in preparing cadets to pass the TCOLE exam on their first attempt. When Kroll informed TCOLE of our suggestions for modifying the 40-hour blocks of course content at the Academy, TCOLE said it would have no concerns with changing the strict sequencing of instruction, but believed to effectively do so, some of the courses may require more time to present. TCOLE noted that, while it would need to make sure the manner of the presentation continued to meet all the course learning objectives, its evaluation of the Academy would continue to depend on the Academy's first-time pass rates on the state certification exam.

Use of Outside Content Experts. Kroll found that APD has historically been reluctant to incorporate a lot of community and civilian input into its training programs and many Academy instructors and supervisors are somewhat distrustful of non-police personnel (including academic experts) when it comes to advising on training methods. However, Academy leadership has expressed a willingness to work with outside academic content experts from local colleges and universities in appropriate courses, such as the History of Police and Race in America (see discussion below). Moreover, the new Division Manager is currently reviewing course content and meeting with instructors to determine which courses—particularly DEI-related courses—are most appropriate to be co-taught with an outside subject-matter expert. This will also be a consideration of the newly formed Academy Curriculum Review Committee, discussed below.

Academy Curriculum Review Committee. One of the initial priorities of Dr. Kringen as the new Division Manager is to establish an Academy Curriculum Review Committee (Committee), which will help evaluate the content of each DEI-related course at the Academy and determine, among other things, which courses

may benefit from subject-matter experts and other outside perspectives. The Committee will be comprised of Dr. Kringen (Division Manager), the Training Supervisor (once hired), selected members of Academy staff, two outside academic experts, and four community representatives. The staff members will include, in addition to Dr. Kringen and the new Training Supervisor, at least two instructors with specific knowledge of some of the key courses to be evaluated. The Committee will start by examining course content for the DEI-related courses of most concern to the community, as well as some of the Learned Skills content to ensure that DEI objectives are incorporated throughout the entire Academy training process.

Learning Management System. Academy leadership is currently in the process of selecting and purchasing an automated Learning Management System (LMS) to help facilitate better organization of course materials, allow for more efficient curriculum planning (including updates and modifications) for current and future cadet classes, ensure compliance with state-mandated TCOLE- and BPOC-requirements, and make it easier to transition to new instructors when staff leave the Academy. As noted by Dr. Villanueva in her May 2020 report, a reliable LMS will allow the contents of every course, including lesson plans, lecture slides, video clips, assignments, activities, exams, collaborative work, and grades, to be securely stored in one place and made accessible to anyone with the proper credentials. The use of this technology is a best practice in police training academies across the United States. APD should set as a goal full implementation of an automated LMS prior to the start of the 145th cadet class. Once implemented, the LMS software will allow Academy staff to have a state-of-the-art, best-in-class curriculum planning tool.

- Kroll notes that APD is in the process of finalizing the selection of a vendor and procurement of such a system, with final implementation planned for October 2021.

5.4 Cultural Competency Training / DEI Content

Curriculum Review. Kroll examined the lesson plans, curricula, and teaching materials provided by Academy staff for each of the courses which broadly address issues pertaining to diversity, equity, and inclusion (DEI), as well as police-community relations and other matters that, broadly speaking, address cultural competency. Specifically, Kroll conducted a gap analysis of the below courses:

1. The History of Police and Race in America (newly added course)
2. The History of Policing (conventional course)
3. Cultural Diversity
4. Professionalism and Ethics
5. Fair and Impartial Policing
6. Multiculturalism and Human Relations
7. Interacting with Transgender Individuals
8. Law Enforcement and the LGBTQ+ Community
9. Racial Profiling (Biased Based Policing)
10. Law Enforcement Survival Spanish
11. Interacting with Individuals who are Deaf or Hard of Hearing
12. Traumatic and Acquired Brain Injuries

We also reviewed and considered the curriculum review report of Dr. Miguel Ferguson that was finalized and submitted on April 5, 2021. Kroll agrees with Dr. Ferguson's Level I and II recommendations, which have essentially been incorporated into our recommendations in Section 7.²⁰⁵ Moreover, consistent with Dr. Ferguson's recommendations to incorporate more adult learning content throughout Academy training,

²⁰⁵ Dr. Ferguson's Level III and IV recommendations are for the City's and APD's long-term considerations.

Kroll recommended as a short-term measure in our preliminary report of February 26, 2021, that the City of Austin immediately hire a replacement for the Organizational Development and Training Manager position to assist Academy staff in implementing and incorporating adult/active learning models throughout the identified DEI-related courses. The Academy filled this position on March 15, 2021, with the hiring of the Division Manager.

We provide a brief description and analysis of the DEI-related and cultural competency courses below.

The History of Police and Race in America

In an effort to provide historical context to community perceptions of the APD and policing generally, the Office of Police Oversight collaborated with the University of Texas School of Law to develop *The History of Police and Race in America*, an eight hour course that will be taught for the first time at the Academy during the 144th cadet class. The course was submitted to then-Chief Manley in March 2020 and subsequently endorsed by Dr. Villanueva, who believed that including the course in Academy training would ensure that “diverse perspectives are being presented when learning about police history in context.”²⁰⁶

By tracing the history of policing from its colonial origins to modern times, the course illustrates how police agencies have historically subjugated racial and ethnic minorities in the United States, with a specific lens directed at Austin. The course curriculum is designed to inform cadets about the historical forces underlying modern perceptions of the police among communities of color, as well as help cadets better understand and empathize with the diverse communities they are called to serve.

The course is organized into five parts. First, students are asked to reflect on their own views of policing by exploring how their lived experiences and personal interactions with the police have shaped their views of policing. By noting these experiences on a handout and sharing them in small groups, students learn of the many ways in which views about policing become fixed in people’s minds, and that such views differ depending upon one’s experiences. Second, students participate in a short competitive activity in which one group is given a significant advantage over other groups. At the end of the activity, instructors explore with the students how it feels to compete with unequal resources. Third, instructors present a PowerPoint on the history of police in America, drawing a direct line between colonial slave patrols and mass incarceration today. The presentation examines the racist origins of formalized police departments in the United States generally and Texas specifically, and discusses the violence and injustice historically perpetrated against minorities, police involvement in lynching, the aggressive enforcement of Jim Crow Era Laws, and the over-incarceration of people of color. Cadets are exposed to the historical realities that influence how some community members continue to perceive the police today. Fourth, students are asked to actively engage with specific flash points that have created tensions between APD and the Austin community from post-reconstruction to modern times. Reading about these cases and answering critical questions pushes students to emotionally engage with and understand the troubling and violent role that the police played in each of these flash points. Finally, students are asked to reflect on the course by writing their thoughts and engaging in conversations about how they can use this information to change the narrative of policing moving forward.

Kroll believes that this course, which will be co-taught by a local academic subject matter expert²⁰⁷ and an African American APD sergeant, and which fully embraces adult learning methods, is a valuable and

²⁰⁶ APD Academy Review and Strategic Plan by Dr. Sara Villanueva (May 2020).

²⁰⁷ At present, the Academy is in discussions with Dr. Courtney Robinson, an Adjunct Professor at Huston-Tillotson University and the Founder of the Excellence and Advancement Foundation in Austin, to co-teach this course. The Foundation uses innovative programming to address critical community needs and works to transform how communities combat the school to prison pipeline.

important addition to the Academy's curriculum that will help counter the perception that law enforcement is reluctant to address difficult and troubling facts about its past. By understanding the history that impacts community perceptions, cadets will be better prepared to deal with the complex realities of policing in a diverse urban environment, while better understanding how their presence and authority is sometimes perceived.

The History of Policing

This class is taught by a TCOLE-certified Instructor and is scheduled for four hours of instruction. The lesson plan for this course was last updated and approved by an Academy supervisor on October 30, 2019.

This course covers the historical development of police service models in the United States from 1900 through the present, including how the English system of law enforcement influenced policing in the United States. Students also learn about the evolution of policing in Texas.

Students learn that community policing is an APD organizational strategy that allows the police and community to work closely together to solve the problems of crime, including fear of crime, physical and social disorder, and neighborhood decay. Students also learn that community policing stresses exploring new ways to protect and enhance the lives of those who are most vulnerable: juveniles, the elderly, minorities, the poor, the disabled, and the homeless. This effort encourages the police and law-abiding people to work together with mutual respect and accountability.

The course also covers how APD currently engages the community through calls for service, directed patrols in high crime areas, addressing community quality-of-life issues (e.g., littering, excessive speeding areas, prostitution, etc.), the use of District Representatives that work exclusively in their assigned communities, Operation Blue Wave (community foot patrols), and such initiatives as "Coffee with a Cop."

Although the course content is fine for what it attempts to do, it should not be considered part of the overall DEI content of the Academy, as there is little emphasis in this course on issues pertaining to equity, race, ethnicity, and other DEI content. Those areas are more adequately covered in the above-noted course on History of Police and Race in America.

Dr. Ferguson has recommended that APD update the curriculum for this course and use content experts in its development. However, much of the updated content referenced by Dr. Ferguson is covered in The History of Police and Race in America (see above), which will be co-taught by a local subject matter expert. That course was prepared and developed by content experts at the University of Texas Law School. Accordingly, the History of Police and Race in America, which complies fully with Dr. Ferguson's recommendations, should replace the History of Policing as DEI-related training. The History of Policing can be taught as a traditional training course outside of the core DEI courses.

Cultural Diversity

This class is taught by a TCOLE-certified instructor and is scheduled for eight hours. The lesson plan was approved by an Academy supervisor on October 30, 2019. The previous lesson plan was prepared on July 7, 2010, and last revised on August 14, 2013 (according to APD documentation, there is no indication that this earlier lesson plan was reviewed and approved by an appropriate Academy supervisor). Although the current lesson plan contains some revisions and reformatting, it is otherwise nearly identical, based upon a side-by-side review with the 2013 version.

The purpose of this training is to increase cultural awareness and understanding and help cadets develop skills that will refine positive communication within a diverse community.

Kroll notes that the current lesson plan is not substantially different than the outdated version. For example, as with the lesson plan revised in 2013, the current lesson plan contains a reference list of articles on page

40 dating from 1996 to 2008. One of the listed references is to Multicultural Law Enforcement: Strategies for Peacekeeping in a Diverse Society (4th Edition 2008). However, since 2008, three additional editions of this book have been published, with the 7th Edition printed on January 31, 2018 that would likely contain references to more recent issues facing the law enforcement profession and the communities they serve.

The introduction section of the lesson plan contains unhelpful negativity in explaining the difficulty of interacting in a diverse community or organization. The course also presents as somewhat abstract, intellectual, and dry in several areas. If this course is shown in PowerPoint it would be particularly dry and not memorable for students. The content should be reviewed and revised to make it more engaging.

This lesson plan is essentially identical to the 2013 version with no updates included, except for some minor re-formatting and structural changes. We highlight a few sections below as an example (this is not an exhaustive list):

The Challenge of Diversity: This section notes that dealing with diversity can be at times “insurmountable” and discusses abstractly the “Seven Underlying Principles of Diversity.” We found this verbiage in the training negative and not conducive to a positive emphasis on diversity from an organizational perspective.

Lesson Objective 1.1: To increase awareness of the various dimensions of diversity, this section is too abstract, dry, intellectualized, and impractical for students.

Lesson Objective 1.3: Discuss the term “human diversity” – the list included under this section was limited to cultural, racial, and ethnic references and should be expanded to include such things as religious affiliation, gender, gender identity, sexual orientation, language, mental capabilities, marital status, socio-economic status, and disabilities.

Lesson Objective 1.4: List “dimensions of diversity” – this section is too abstract, impractical, and not memorable for students.

Lesson Objective 1.11: Describe the Concept of the Four Layers of Diversity – such abstract concepts are difficult to remember and not useful to improving future behavior.

Lesson Objective 2.9: Describe the Cultural Orientation Model – this section is too abstract, impractical, and not memorable for students.

On a more positive note, the lesson plan does include several scenarios and problems/exercises that appear informative and useful with practical application.

We recommend that APD work with Dr. Kringen and outside subject matter experts to revise this course by making it more engaging and incorporating adult learning methods into the instruction. If necessary, the time allotment to facilitate the updated lesson plan should be expanded or adjusted as appropriate. Students need to understand the organizational case for diversity and learn to effectively interact in a diverse workforce and community.

In his curriculum review report, Dr. Ferguson reviewed the six-module online course offered by TCOLE. He opined that these modules of instruction are a case study in ineffective training and offered several reasons in the Summary section of his analysis on this topic. However, Dr. Ferguson’s report does not address the Academy lesson plan (discussed above) that APD submitted to Kroll for review. As noted, we have identified gaps and weaknesses in the above lesson plan and recommended revisions to the training material.

Multiculturalism and Human Relations

This class is taught by a TCOLE-certified Instructor and is scheduled for four hours of instruction. The lesson plan was last updated and approved by the Academy on March 11, 2021.

The course examines the definitions, key concepts, and origins of prejudice, and explores the differences between implicit bias, explicit bias, and stereotyping. Students learn that the role of the peace officer includes enforcing laws impartially and treating all persons equally, including criminal justice personnel, who are equally subject to the laws that apply to everyone else. Students also learn the importance of cross-cultural communications and that, in a multicultural society like the United States, police officers must understand how to facilitate dialogue and reduce conflict.

The course covers the power of the U.S Department of Justice to investigate and prosecute bias-motivated violence in which the perpetrator selects the victim due to his or her actual or perceived race, color, religion, national origin, gender, sexual orientation, gender identity, or disability. The course also examines APD's policy on hate crimes, which includes the procedure for investigating and reporting hate crimes.

Although the purpose and intent of this course is important and essential to effective police training, APD's current lesson plan for this course has a negative overall connotation. Bias, discrimination, stereotyping, and prejudice need to be more deeply taught so that students learn to better manage their inherent biases.

The following sections should be reviewed and revised for the following reasons:

The Functions of Prejudice section is incomplete. Bias is born of necessity. Students must understand why it is part of human interpretation of the surrounding world, how it can be identified, and how it can be managed. Willingness is a key requirement as well. When students are taught that bias is part of the human condition, they are more willing to manage it.

The Four Basic Feelings or Attitudes Harbored by Most Prejudiced Persons section needs more context. This section should be presented and taught in a way so that biases can be managed and not be taught in a manner that suggests people who are prejudiced are inherently "bad."

Lesson Objective 4.1: The purpose of this lesson is to have students discuss the value of, respect for, and sensitivity to the feelings and needs of others. However, the sub-section on "important skills that should be used" lists skills that should be considered or used by the student, but it provides no learning objectives on how students can develop these skills.

Section III. APPLICATION STAGE: This section of the course allows students to discuss their personal racial/ethnic group and provide introspection by asking and answering a series of questions. We believe this exercise is flawed and in need of revision. Not all people hold beliefs about their racial/ethnic group; some are more individualistic, and some are aligned with different groups (e.g., on economic classifications).

We recommend that APD work with the new Division Manager and subject matter experts outside of the Academy to revise the Multiculturalism and Human Relations course and incorporate adult learning methods into the instruction. The time allotment to facilitate the updated lesson plan needs to be expanded or adjusted as deemed appropriate. This course should ultimately help students identify and manage their own biases before they interact with the public as a member of the department.

Dr. Ferguson agrees with Kroll that this course curriculum and lesson plan needs revision. Kroll agrees with Dr. Ferguson that, once the DEI courses are updated, there will be opportunities to reduce redundancies across the courses, excluding occasions when instructors wish to reinforce a learning objective. Kroll recommends that Academy instructors, in consultation with the Division Manager, consider other ways to reinforce the learning objectives without using the same lesson plan verbiage or scenarios from other course materials. As Dr. Ferguson confirms, this course needs more adult learning incorporated into how the material is presented to cadets.

Professionalism and Ethics

This class is taught by a TCOLE-certified and Ethics train-the-trainer Instructor and is scheduled for ten hours of instruction. The lesson plan for this course was last updated and approved by the Academy on January 14, 2021.

This course teaches that the primary responsibility of law enforcement in general, and the individual officer in particular, is to protect the people of the United States through upholding and enforcing the law. Students discuss ethical dilemmas in law enforcement and explore ways to address difficult situations. Students will become familiar with civil and criminal laws that govern a peace officer's conduct, as well as civil penalties for sexual harassment and other inappropriate behavior.

Students learn that the community's perception of its police department is influenced by how open and accessible the agency is to handling citizen complaints and policing itself. The importance of police legitimacy and procedural justice is also reinforced, including the four pillars of (1) fairness and consistency, (2) giving voice to all parties, (3) transparency and openness to the process, and (4) impartiality and unbiased decision making.

Students will become familiar with the APD Law Enforcement Canons of Ethics that was adapted from the International Association of Chiefs of Police and APD General Orders (Kroll notes, however, that no APD General Orders are cited in this lesson plan).

The scenarios used in this course primarily include the following discussion topics:

1. Identify the ethical dilemma.
2. Discuss the difference in perceptions.
3. Discuss the possible personal consequences.
4. Discuss the possible professional consequences.

The lesson plan does not incorporate how the above four points link to relevant APD policies. It is important that students are trained on relevant APD policies that require them to intercede (which applies specifically to sworn officers) and to report violations of law or policy (which applies to all employees). The lesson plan only mentions the APD General Orders on one occasion (in parenthesis under the heading: "Law Enforcement Canons of Ethics"). This lesson plan should include relevant APD policies in the General Orders Manual under Section 200: Response to Resistance, and Section 900: General Conduct and Responsibilities. The revised lesson plan should also include instruction specifically relating to the following subsections:

On November 12, 2020, APD issued *General Order 200.1.3: Duty to Intercede*, which states: "Any officer who observes another officer using force shall intercede to prevent further harm if the officer knows that the force being used is not objectively reasonable and the officer has a reasonable opportunity to prevent the harm. Such officers must also promptly report these observations to a supervisor." This new requirement is an active "Bystander" mandate for which every APD officer must receive training. This important training topic is not listed in this lesson plan.

Section 900, Sub-section 900.2: Required Reporting of Violations. APD employees (civilian and sworn) have the responsibility to report criminal activity by other employees or any breach of APD written directives (policy). This policy outlines the protocol to report criminal conduct by written memorandum to APD Internal Affairs, APD Special Investigations Unit, or any supervisor in their chain of command. Additionally, employees are required to report any employee known to have violated an APD rule, regulation, or order to their immediate supervisor. This policy also mandates

what action the Supervisor shall take in accordance with General Order 902: Administrative Investigations.

Section 900, Sub-section 902.1: Confidentiality. All information relating to an employee's suspected criminal act or General Order violation is confidential with certain articulated exceptions.

Section 900, Sub-section 900.2.2: Retaliation Prohibited. Employees are prohibited from retaliation against any defendant, complainant, witness, victim, investigator, or in any other related capacity.

The policies mentioned above are vital in managing risk to the department and enforcing employee ethical responsibilities by requiring all APD employees to report misconduct, criminal and administrative. For those employees who fail to do so, there are levels of accountability built into the disciplinary process to correct and address this behavior (as noted, the Duty to Intercede policy applies only to sworn members of APD).

Kroll notes that APD is currently evaluating bystander training provided by Georgetown University, i.e., "Active Bystandership for Law Enforcement (ABLE) Project,"²⁰⁸ to prepare officers to successfully intervene to prevent harm and create a law enforcement culture that supports peer intervention. APD is also considering the New Orleans Police Department EPIC²⁰⁹ peer intervention program that teaches officers to successfully intervene and which establishes protections for those officers who intervene. We commend the department for examining these programs and urge APD to adopt one of them, consistent with best practices.

Dr. Ferguson agrees with Kroll that the curriculum and lesson plan for this course needs revision. Kroll identified several gaps in the training and agrees with Dr. Ferguson that content experts would be helpful in updating this course of instruction.²¹⁰

Fair and Impartial Policing

This class is to be taught by a TCOLE-certified instructor who is also certified as a COPS (Office of Community Oriented Policing Services, U.S. Department of Justice) – Fair and Impartial Policing instructor. This course is scheduled for ten hours of instruction. The lesson plan was most recently updated and approved by the Academy on March 24, 2021.

The Academy included this training into its curriculum in 2017 after receiving training from COPS subject matter experts in October 2016. The training is designed for cadets, patrol officers, and first-line supervisors and includes an instructor's guide, recruit patrol curriculum and training resources, and supervisors' curriculum and training resources. The training covers implicit bias and cultural sensitivity. The training applies the modern science of bias to policing and attempts to give officers the information and skills they need to reduce and manage their implicit biases. The curriculum addresses not only racial and ethnic biases, but also biases based on gender, sexual orientation, religion, and socio-economic status.

The training reference materials include a Fair and Impartial Policing lesson plan, as well as the COPS lesson plan in accordance with the APD Lexipol (General Orders) Policy Manual. The goal of the course is to provide TCOLE mandated training to the entire department so that all sworn officers in APD enforce the law equally to everyone in the community.

²⁰⁸ [Active Bystandership for Law Enforcement \(ABLE\) | Georgetown Law](#)

²⁰⁹ <http://epic.nola.gov/home/>

²¹⁰ Dr. Ferguson mentions in his report this is a twelve-hour block of instruction. The updated lesson plan provided to Kroll by APD indicates the course is allotted for ten hours of instruction.

Due to the proprietary nature of the COPS Fair and Impartial Policing curriculum, this course is required to be completed in its entirety using only the training materials provided pursuant to the COPS program. The materials reviewed appear to have been developed in 2013. Overall, as this curriculum/lesson plan was created by the COPS office subject matter experts, its basic content appears acceptable as an essential DEI-related course in the Academy.

Kroll notes, however, that the training curriculum for this course is proprietary to the COPS office and any training material in addition to what has been already provided may require authorization from the developer. Kroll recommends that Academy staff discuss Dr. Ferguson's Level I and II suggestions with the COPS office to determine how his course suggestions might be accommodated.

Interacting with Transgender Individuals

This two-hour class is taught by an APD officer who identifies as transgender and is a subject matter expert with personal experience engaging with the transgender community. The instructor developed this training and helped revise the APD's transgender policy with assistance from a transgender police officer in San Francisco. The lesson plan was last updated and approved by the Academy on January 22, 2021.

The course helps students understand what it means to be transgender and addresses some incorrect myths and stereotypes that surround the transgender community. Students learn the relevant terminology currently used in the transgender community and what words/terms may be outdated or offensive, especially as applied in the context of law enforcement and community policing.

Students are also taught best practices, such as APD's policy on community policing and searches regarding the transgender community and police interactions with members of the transgender community. Students also learn to identify when an attack on a transgender person may be a hate crime, as well as statistics on current discrimination practices and suicide rates among transgender individuals.

This course is an excellent introduction to issues involved with policing in the transgender community. Moreover, that it is taught by a subject-matter expert who happens also to be a police officer provides a positive impact on new cadets. However, this course should be provided on a department-wide basis so that it is not restricted to new cadets.

Kroll agrees with Dr. Ferguson's Level I and II recommendations to ensure this course includes current information and updated data and to incorporate the other active learning suggestions provided.

Law Enforcement and the LGBTQ+ Community

For the past several years, this class has been taught by Sergeant Michael Crumrine, the President of the Austin Lesbian and Gay Peace Officers Association and a nationally renowned advocate for the LGBTQ+ community within law enforcement. Sgt. Crumrine is deeply knowledgeable about LGBTQ+ sexual and intimate partner violence investigations and has a solid understanding of the issues in cases involving LGBTQ+ victims and suspects. For the 144th cadet class, this course will be co-taught by Sgt. Crumrine and a female instructor who is also a subject-matter expert on LGBTQ issues and active in the LGBTQ community. Although this course was originally scheduled for three hours of instruction, it was recently reduced to a two-hour course. The lesson plan was last updated and approved by the Academy on January 6, 2021.

The course helps students incorporate some of the current, relevant terminology used in the LGBTQ community, especially as it applies to their role in law enforcement. The course covers some of the challenges faced by members of the LGBTQ community and addresses significant historical events that have shaped perceptions of law enforcement within the LGBTQ+ community. Consistent with what is also addressed in the transgender course noted above, the instructors will address what it means to be

transgender and how to respectfully interact with transgender individuals using preferred names and pronouns.

The course also addresses some of the unique barrier's that LGBTQ crime victims face when reporting to law enforcement, particularly concerning sexual assault crimes and intimate partner violence. Students are taught best practices when engaging victims to help overcome these barriers. Students are also taught some of the power and control tactics unique to LGBTQ+ sexual and intimate partner cases, as well as techniques they can utilize to help determine the aggressor in these cases.

Additionally, students are instructed on what constitutes sexual and intimate partner violence in the LGBTQ+ community, and the course examines some common myths and biases associated with violence in the LGBTQ+ community. Students are also educated on the neurobiology of trauma and how trauma can affect memory and recall in sexual and intimate partner violence cases.

This course is an excellent introduction to issues involved with policing in the LBGQT community and a good supplement to the transgender course noted above. Moreover, that this course will be co-taught by two subject-matter police experts (male and female) is excellent. In future cadet classes, APD may wish to consider including an outside speaker from the LGBTQ community and potentially expanding the length of this course, especially in light of the robust LGBTQ community in Austin. This course also should be provided on a department-wide basis so that the content taught is not restricted to new cadets.

Kroll agrees with Dr. Ferguson's suggestions to update reference materials for this course where appropriate and to minimize redundancies with the Transgender course to increase time for active learning exercises (consistent with Kroll's short-term recommendation). Dr. Ferguson also suggests the addition of basic technology for use in the instruction.

Racial Profiling (Bias-based Policing)

This class is required to be taught by a TCOLE-certified Instructor with experience in the topic area and/or a subject matter expert. It is currently scheduled for four hours of instruction. The lesson plan was last updated and approved by the Academy on December 11, 2020.

This course covers current departmental policies regarding racial profiling and includes a discussion of Supreme Court and other court decisions involving appropriate actions in traffic stops. Students are taught the legal definition of racial profiling and learn to identify the elements of both appropriate and inappropriate traffic stops. Students are specifically trained on *APD General Order 328: Racial or Biased Based Profiling Policy*, in its entirety.

Students also receive instruction on TCOLE's requirements on mandated department policy, data collection, and required training for new Chiefs of Police; however, these topics are not germane to the basic training requirements of police cadets, who need to become equipped to fairly and without bias enforce laws regarding police encounters with pedestrians and during traffic stops.

The core topics for racial profiling training should include, in addition to the relevant departmental policies and court decisions: (1) history of citizen complaints concerning racial profiling and the police training that initially led to this practice, (2) more behavior than just traffic stops -- including stop, question, frisk, and other proactivity, (3) a focus on search and seizure that specifically discusses the variations across race and ethnicity in the rates of all searches, consent searches, and seizures, and which highlights the behavioral components of suspicion that may be inaccurate and are not race-neutral. We recommend the Academy revise this lesson plan to include, at a minimum, the core topics noted above to ensure that students learn the information necessary to eliminate racial profiling as sworn officers in the field. For the

sake of efficiency and consistency, the Academy may want to consider linking the Racial Profiling core topics recommended into its Fair and Impartial Policing lesson plan.

Dr. Ferguson agrees with Kroll that this curriculum and lesson plan needs revision. Dr. Ferguson recommends the use of basic technology to help cadets learn. Kroll agrees with Dr. Ferguson's expertise in this area and suggests the Academy staff evaluate and consider this suggestion as part of the curriculum's revision.

Law Enforcement Survival Spanish

This class is taught by a TCOLE- and APD Spanish-certified Instructor and subject matter expert and is currently scheduled for 16 hours of instruction. The lesson plan was last updated and approved by the Academy on March 11, 2021.

The purpose of this course is to help cadets learn street survival Spanish and develop a better understanding of Hispanic culture, history, family, community, and language. Students will learn APD policy as it relates to utilizing Spanish-speaking officers and Language Interpreter Services. The Language Interpreter Service is available to APD officers 24 hours a day, seven days a week, and is used whenever necessary to perform police duties and to communicate with individuals who have difficulty communicating in English.

The course teaches students the importance of establishing trust with the Hispanic-American community and avoiding negative stereotypes. Students learn that fostering open communications effectively with the Hispanic community during police interactions includes avoiding the use of language that may be deemed offensive or derogatory in Hispanic, refugee, and immigrant communities.

Students learn that underreporting of crime is currently one of the biggest challenges facing law enforcement in serving the Hispanic American, refugee, and immigrant communities. Many members of these communities come from Latin American countries with highly repressive and authoritarian governments, where distrust of law enforcement is the norm. Occasionally, the failure to report criminal activity is due to internal community pressures, such as a fear of retaliation or a desire not to harm extended family members who are connected in some way to the criminal activity. At other times it is due to prior experience of discrimination or differential treatment against Hispanic Americans, immigrants, and undocumented workers by law enforcement officers.

Kroll agrees with Dr. Ferguson's suggestions to review and update this course content, especially the list of words cadets must study before the first class to reduce a "fear-based" mindset towards people of color, and to begin the class with non-fear-based introductions to the language. He also provides helpful suggestions on subscriptions to language learning apps and a custom curriculum.

Interacting with Drivers who are Deaf or Hard of Hearing

This class is taught by a TCOLE-certified Instructor and is scheduled for four hours of instruction. The lesson plan was last updated and approved by the Academy on February 5, 2021.

The course explains the need for this type of training and defines the terms "deaf" and "hard of hearing" as defined by Section 81.001 of the Texas Human Resource Code. The course explains the Americans with Disabilities Act (ADA), which requires that individuals who are deaf or hard of hearing must have access to the same services provided to the other 90% of the population and may not be excluded or segregated from services.

Students learn about a variety of communication aids and services that are useful to law enforcement in many different situations. This includes the videophone and video relay service (VRS) or video interpreting service (VIS), which is a video telecommunication service that allows deaf or hard of hearing individuals to

communicate over video telephones and similar technologies with hearing people in real-time via a sign language interpreter. Students also learn that there are two different types of sign language—American Sign Language (ASL) and Signed Exact English—and learn differences between the two.

Students learn to distinguish what situations require an interpreter and how to identify specialty license plates issued to individuals who are deaf or hard of hearing in the State of Texas. The course helps students understand the vast population of deaf and hard of hearing individuals in Austin, which according to the Mayor's Office consists of approximately 8.8% of Austin's residents (approximately 100,600). Moreover, approximately 20% of the state's deaf population is around Austin.

Students learn that Austin is home to the Texas School for the Deaf and that the Texas Society of Interpreters for the Deaf has been offering interpretation services for residents for over 40 years. The course addresses helpful aids that assist the deaf and hearing impaired in Austin such as (1) video screens and GPS Ranger availability to facilitate walking tours, (2) TTYs, visual stands, and visual paging to relay messages to hearing-impaired passengers at the nearby airport, (3) call boxes and flashing signals throughout the city that inform deaf drivers of what lies ahead, and (4) that most state, federal, and city government jobs are accessible to deaf individuals.

Students also learn to think differently about how to handle certain calls that involve deaf or hearing-impaired individuals (e.g., DWI, family violence, handcuffing a deaf individual, etc.). For example, students learn that deaf individuals do not like to be separated from each other since not many people can sign, and that if an officer is investigating a crime involving deaf individuals, those individuals will have a hard time understanding why they are being separated. Students also learn handcuffing a deaf person behind their back is seen in the deaf culture as trying to silence them. When a deaf person is handcuffed in front, they are still able to communicate and are usually more willing to communicate. Finally, the course addresses all current APD policies that pertain to interacting with the deaf community.

This course is a good introduction to some of the issues and resources that officers must know in the field in dealing and interacting with the deaf and hearing-impaired community.

Kroll agrees with Dr. Ferguson's suggestion to revise this course to include information about Gallaudet University's history of segregation against Black deaf culture, which is an opportunity to reinforce the importance of multiculturalism. We also agree with his suggestions to consider adding interactive learning by recruiting content experts and engaging in on-site interactions and touring the Texas School for the Deaf.

Traumatic and Acquired Brain Injury

This class is taught by a TCOLE-certified instructor with experience in the topic area. It can and should be co-taught by an outside subject matter expert. It is currently scheduled for two hours of instruction. The lesson plan was last updated and approved by the Academy on October 30, 2019.

The course explains that acquired brain injury is an injury to the brain that occurs after birth and is not related to a congenital or a degenerative disease. Students are taught that acquired brain injuries can cause temporary or permanent impairments resulting in physical, emotional, and intellectual difficulties for the affected person.

Students learn the impact first responders can have on the public when responding to a variety of incidents, including domestic violence, heart attacks and strokes, drug activity, assaults, motor vehicle accidents and DWI's, and suicide attempts, among others. Students are provided a list of resources to utilize when responding to situations where an acquired traumatic brain injury is present.

Students also learn the signs and symptoms of a brain injury, such as confusion or disorientation, loss of consciousness, severe headache, nausea or vomiting, dizziness, trouble walking, and slurred speech or

vision. The course helps students become more aware of the impact of these signs and symptoms on the conduct and demeanor of their interactions with the public and helps them understand and identify the appropriate emergency medical referral.

Note: Although this course was not originally listed as one of the DEI-related courses for review, it relates to APD first responders' encounters with members of the community who are dealing with this kind of disability. (This course was not identified for review by Dr. Ferguson).

5.5 Community Input and Participation

Community Engagement / Lived Experiences Programming. The length of the planned 144th cadet class is currently set for 32 weeks and includes 37 hours of Community Engagement programming, including approximately 30 additional hours that were not previously included.²¹¹ Past Academy sessions devoted seven one-hour blocks of time to guest appearances from community representatives, and this has been expanded to 37 hours.

- Although the precise details of the planned additional 30 hours of community engagement/lived experiences programming are currently being developed, the stated intent is to expand upon the level of participation and input from community leaders, representatives and activists who will be invited to speak to the cadets. The new Division Manager is currently working with Academy staff to proactively research potential community partners, identify points of contact within each organization, and reach out to a point of contact to determine willingness to participate and potential topics of discussion that will provide added perspective to cadet training or existing course content.
- APD provided Kroll with the below list of organizations the Academy is currently considering including in some aspects of Academy training. Where applicable, we have indicated with an * those organizations that have participated in past Academy classes:
 - Life Anew Restorative Justice*
 - Measure Austin*
 - Citizen Led Austin Public Safety Partnership (CLASP)
 - Mobile Loaves & Fishes
 - Mexican Consulate
 - Refugee & immigrant Outreach
 - Texas Association of the Deaf*
 - Transgender and Gender Marker Project
 - Austin Justice Coalition
 - Reimaging Public Safety Task Force
 - National Alliance on Mental illness (NAMI)*
 - The Settlement Home for Children*
 - Mothers Against Drunk Driving (MADD)*
 - The Jeremiah Project
 - The African American Youth Generation

In discussions with Kroll, the Division Manager has agreed to have the Academy reach out to such organizations as Just Liberty, the Austin Area Urban League, Texas Appleseed, and the Austin Equity Office, among others, to consider including as part of the community engagement programming. The Division Manager also agrees that some of the department's harshest critics should be contacted to see if

²¹¹ In reducing the length of the training from 32 weeks to 30 weeks, the Academy plans to cut all intermediate courses, which will be taught over the first two years following graduation from the Academy. We believe that these intermediate courses are more effectively taught once the cadets have been on the street patrolling for a period of time. Thus, the planned reduction in the length of the Academy should not reduce cadets' readiness upon graduation. The 30-week content at the Academy will include all TCOLE / BPOC requirements and certain important tactical training courses, while enhancing the amount of community engagement and instruction on diversity, equity and inclusion content addressing cultural understanding and competency.

they are willing to have a meaningful conversation with cadets. Kroll believes that true and effective community engagement must include tough conversations that develop, if not agreement, at least mutual understanding of each other's perspectives. The Division Manager intends to have instructors reach out directly to these and other organizations, as there needs to be coordination and collaboration between the community representatives and the Academy before anyone actually comes in and speaks, with agreement on topics of discussion, parameters of discussion, and timing.

In addition, the Division Manager recently met with APD's Victim Services Division, which has agreed to participate in roleplays during Academy training, both as victim services role players and as victims, to provide feedback on how responses can be more victim-centered or trauma-informed, as well as to help cadets become familiar with how victim services would interface at a crime scene. Victim Services also has agreed to assist the Academy with getting instructors in touch with their community network (including Asian Family Support Services) to enable more lived experiences as part of the Academy's community engagement hours.

Kroll finds that the additional emphasis on community engagement and community input, combined with added course content such as "The History of Policing and Race in America" to be co-taught with a prominent subject-matter expert from the community, are positive additions to Academy instruction that place a necessary focus on the importance of meaningful police-community interactions and mutual understanding. As stated in the recent report of the Council on Criminal Justice Task Force on Policing:

Police must learn about and openly share with the public the histories of racial and other biases and injustice within their departments and law enforcement more generally. This process of acknowledgment should be part of a series of reconciliation efforts that includes empathic listening to community perspectives on police and their role in the nation's race relations—both past and present. A commitment to eliminating racial and other biases in policing, accompanied by public accountability to make good on that commitment, should follow. This public acknowledgment is particularly important to communities of color and all heavily policed communities, including immigrant and undocumented communities, LGBTQ+ communities, and people with disabilities and mental health challenges.²¹²

Community Video Review Panel (Panel): The recently completed Community Report of the Video Review Panel highlighted the hard work and diligent efforts of the Panel members that reviewed and provided feedback to a small group of APD officials on approximately 110 training videos over a seven-month period. The Panel consisted of a diverse set of community voices with backgrounds in a variety of fields, including civil rights, criminal justice reform, social justice advocacy, community organizing, academics and education, mental health, and psychology. The Panel met approximately twice a month and reviewed a selection of training videos used by the Academy pertaining to the following modules: Arrest, Search and Seizure; Arrest and Control; Crisis Intervention; De-escalation; Tactical Communication; Use of Force; and Use of Force - Legal. The Panel's task was to identify potential racial and gender inequities in the videos and note ways in which the video training material may reinforce larger cultural stereotypes and narratives.

- The Panel found that the vast majority of the videos were outdated and "disappointing in quality," contained "unprofessional or sensationalistic commentary," and perpetuated harmful stereotypes "against Black and Brown communities." The report echoed concerns expressed by many of the community leaders we spoke with that APD trains its cadets to reflect an "us vs. them" mentality that potentially escalates encounters between police officers and the public, particularly encounters with people of color, homeless individuals, and people with mental health issues.

²¹² <https://counciloncj.foleon.com/policing/assessing-the-evidence/foundational-principles/>

- The Panel also found that the recipients of violent and deadly responses from police as depicted in the videos were disproportionately working-class people and people of color. These same groups seldom benefited from crisis intervention or de-escalation strategies displayed by officers in the videos. The Panel found that the training videos emphasized the need for officers to assert control over communities of color, which often leads to rapid escalation with violent and sometimes deadly results for minor infractions. The Panel further highlighted that:
 - Women, trans, and non-binary people were limited in representation, with a “worrisome pattern of white male officers acting violently towards Black women because of perceived slights.”
 - The majority of videos showed examples of “what not to do” instead of reinforcing desirable behavior.
 - The language used frequently in videos (i.e. “stop resisting”, “just relax”) often lacked awareness of how community members might perceive interaction with officers as threatening rather than helping.
 - The videos mostly reinforced the notion that every police-citizen encounter is potentially life-threatening, which encourages police overreactions and excessive uses of force.
 - “Many videos emphasized a transactional approach to interacting with the community with a focus on liability and quid pro quo exchanges, rather than what is needed to develop genuine, authentic interactions with community members to sustain long-term trust and relationships.”
 - “Videos that showed officers antagonizing community members and using excessive force were attributed to aberrant individual behavior rather than acknowledging the cultural and systemic factors that permit or encourage such behavior.”

Panel Recommendations. The Panel’s recommendations addressed several systemic, community impact, and instructional concerns. The recommendations fell into four broad categories of issues and addressed the need to: (1) identify and root out biases in training materials, (2) develop more effective adult learning pedagogies, (3) build trust and positive relationships with communities, and (4) emphasize systemic change. The final report of Life Anew, which facilitated much of the work conducted by the Panel’s community members and APD personnel, highlighted the following recommendations, among others, that called on APD to:

- Regularly implement diversity, race, equity, and inclusion professional development throughout APD.
- Engage in a larger conversation around racial justice, gender equality, and systemic change through an equity lens.
- Use diverse community panels in the Academy to have conversations about race, gender roles, expectations, and stereotypes.
- Clarify APD’s policy on bystander intervention when an officer is behaving badly.
- Provide more active training for handling protests with non-militaristic approaches.
- Allow cadets to have more in-depth conversations about race throughout every training module. These conversations should involve people of color who have personal experience with racial equity issues and the training should teach non-fear-based policing in diverse communities.

- Increase the diversity (gender, race, ability, ethnicity) of police officers and the community members depicted in the training videos.
- “Eliminate the overrepresentation and fear mongering towards black bodies and people of color.”
- Eliminate the siloed approach to teaching different content at the Academy by requiring instructors to work closely together and across subjects “to build a coordinated and integrated curriculum . . . to make the training flow better.”
- Show more scenarios of positive interactions between people of color and the police.
- Include scenarios that demonstrate accountability for when policing goes wrong.
- Pair “what not to do” videos (when they are needed) with “what to do” videos, so cadets will clearly understand what they are supposed to do.
- “Focus on a service mindset and abandon the warrior mindset.” Avoid selecting militaristic videos.
- Be intentional about showing officers demonstrating empathy and being “decent human beings.” Emphasize “positive police and community interactions through repetition.”
- Use videos from mental health experts and connect the dots between mental health and de-escalation.
- Continue use of a Community Review Panel to collaborate with APD and recommend training material selection.

APD Acceptance of Panel Recommendations. Although difficulties were encountered initially in attempts to establish trust and communication between APD and community representatives, the end result demonstrated a healthy collaboration, with several Academy leaders and instructors actively participating in the review panel’s work. As a result of that approximately seven-month effort, APD has accepted all the Panel’s recommendations concerning the video content and is actively making changes to its video library in response to those recommendations.

- The Academy is currently in the process of eliminating videos that were found to be offensive or insensitive to community concerns and replacing them where possible with more up-to-date and non-offensive depictions of subjects interacting with more diverse officers.
- In addition, Academy instructors are actively searching for appropriate replacement videos that more effectively depict the right way to do things, as opposed to videos demonstrating what not to do, as was the case with many of the videos reviewed by the panel. Where replacement videos have not been identified, Dr. Kringen has been provided the authority to replace such instruction with other adult learning means.
- APD also agreed to the Panel’s many other recommendations and has outlined a general action plan concerning how it intends to implement the recommendations offered. Many of the recommendations provided are directly or indirectly incorporated into Kroll’s short-term and long-term recommendations outlined in Section 7 of this report.

Formalizing the Community Video Review Process. Finally, APD is currently in the process of establishing a formalized system to comprehensively review, with community input, all future video content that has not otherwise been reviewed by the Panel. The previous Panel met with Dr. Kringen on March 31, 2021. Next steps include introducing Dr. Scott Bowman, who has agreed to serve as a new member, and finalizing committee members that want to stay on. A second Panel meeting occurred on April 20, 2021. The new Panel plans to meet pursuant to a regular schedule moving forward.

5.6 Professionalism of Instructors

Instructor Professionalism. Kroll has been uniformly impressed with the passion and commitment to teaching exemplified by the Academy's current leaders and instructors. They appear genuinely open to ideas that will make them better instructors and help cadets develop into first-rate police officers.

- Kroll notes that changing the culture of an institution and long-term notions embedded into the way things have always been done is no easy task. While most instructors and supervisors state they are open to working with content experts and incorporating active learning strategies, they are passively awaiting guidance and input from leadership, including the new Division Manager, to help advise them on changes to teaching methods and course content.
- Nevertheless, Academy staff are open to incorporating outside civilian content experts as instructors in certain courses (e.g., History of Policing and Race in America and some other DEI-related courses), if done in coordination and partnership with APD personnel.
 - At present, except for History of Policing and Race in America (discussed in Section 5.4 above), plans to incorporate outside content experts in other classes (e.g., criminal defense attorney to talk about search & seizure law from a defense perspective; homeless advocate to discuss issues faced by the homeless population; mental health expert to address relevant issues, etc.), while being considered, are not yet developed. However, Dr. Kringen has included this as a top priority as she works with instructors to plan for the next and future cadet classes, and it will be a priority of the newly established Academy Curriculum Review Committee.

5.7 Cadet Injuries / Graduation Rates

5.7.1 Cadet Injuries (2015 – 2020)

According to Appendix I of the Community + Equity Assessment Series report, and as confirmed by Kroll through APD-provided data, cadet injuries over the past six years have fluctuated as follows:

Nature of Injury	2015	2016	2017	2018	2019	2020
Absorption, Ingestion, Inhalation	11	5	11	4	3	0
Contusion	12	13	16	12	23	1
Concussion	0	1	0	1	0	0
Cut, Puncture, Scrape, Laceration	4	2	0	0	0	3
Dermatitis	0	0	0	21	5	0
Dislocation	0	0	0	0	1	1
Electric Shock/Taser	0	0	0	0	2	0
Foreign Body	0	0	0	0	1	0
Fracture	0	2	1	1	2	1
Hearing Loss	0	0	0	1	0	0
Heat Exhaustion	8	13	9	10	10	2
Inflammation	3	3	3	0	1	0
Laceration	2	4	3	1	5	1
Multiple Physical Injuries Only	0	5	2	4	5	0
Sprain/Strain	50	75	32	61	40	3
Covid-19	--	--	--	--	--	56
TOTALS:	90	123	77	116	98	68

- According to data provided by APD, from 2015 to 2020, at least 509 cadet injuries occurred at the Academy. The racial and ethnic breakdown shows that, of these 509 injuries, 348 (68.37%) were to white cadets, 85 (16.7%) to Hispanic cadets, 57 (11.2%) to Black cadets, and 19 (3.73%) to Asian cadets. As noted in the Equity Assessment report, although “the percentage of injuries sustained by white cadets reflects the percentage of white candidates that graduate from the academy, the percentage of injuries sustained by Black cadets (11.2%) is more than twice the percentage of Black cadets that graduate (5.19%).”²¹³
- The Academy requires a healthy dose of physical fitness and defensive tactics in an effort to prepare cadets for any number of crisis situations they may confront at some point in their careers as police officers. As noted by former Chief Manley, “we pepper spray our cadets because officers need to know what it is like. We have our cadets engage in boxing because we hire people who have never fought before, and we want them to be okay when this happens after they become officers.”

5.7.2 Graduation Rates by Race and Gender

Graduation rates at the Academy over the last five years show similar racial and gender disparities:

Academy Graduation Rates by Race and Gender, 2015 - 2020

Race	Gender	Graduation Rate
White	Men	81.6%
Black	Men	48.5%
Hispanic	Men	83.4%
Asian	Men	65.6%
White	Women	66.76%
Black	Women	52.5%
Hispanic	Women	52.78%
Asian	Women	100% ²¹⁴

- APD’s data illustrates that Black cadets are less likely than their peers to graduate from the Academy, and more likely to be injured, than any other race. Female cadets also have lower graduation rates than white and Hispanic male cadets. As a result, Black and female cadets graduating from the Academy are underrepresented when compared to the population of Austin as a whole.
 - In terms of statistical significance tests (Chi-square analyses), overall Black cadets are significantly ($p < .01$) less likely than non-Black cadets to graduate over the entire period

²¹³ “Community + APD Equity Assessment Series: APD Training and Recruiting Divisions, The Peace Mill Research and Communications,” page 9 (December 14, 2020).

²¹⁴ According to the Report of the Community + APD Equity Assessment Series, City of Austin Equity Office, December 14, 2020, page 8, APD has recruited one Asian woman who has successfully completed the Academy within the past five years.

examined.²¹⁵ This pattern was only true for Black cadets and not for other racial/ethnic groups.

- As noted elsewhere, however, there appears to be a shift in this long-term pattern. The race differences were not significant in the last two recruiting classes (142M and 143). Thus, the overall race-graduation differences (particularly Black cadet failure patterns) were driven by pre-2020 patterns.
- Overall, female cadets are also significantly ($p < .01$) less likely than male cadets to graduate over the entire period of study. However, the gender differences were not significant in the last two recruiting classes (142M and 143). Thus, the overall gender-graduation differences were driven by pre-2020 patterns.
- Limited statistical power inhibits our ability to determine whether Hispanic females and Black females fail to graduate at a divergent rate than all other groups. However, each factor alone (race and gender) were clear predictors of graduation in the pre-2020 trends.

5.7.3 Statistical Analysis of Data

To better understand the experiences of cadets within the various academy settings, we conducted a series of statistical analyses on the data collected by APD documenting both injuries and graduation rates from the Academy. First, we examined the likelihood of graduation for candidates who began training between January 2015 (130 modified) and February 2020 (class 143).²¹⁶ This equates to 695 individuals who began training, of which 72.9% ($N = 507$) graduated from the Academy.

We further examined if the overall 72.9% APD graduation rate is consistent across demographic groups. As a first step, the research team used binary logistic regression analysis, a regression-based framework to assess whether there were distinguishing characteristics of cadets that delineated their likelihood of graduation (value = 1) or non-graduation (value = 0) as the outcome measure. The statistical framework used in this report is based upon the null/alternative hypothesis counterfactual model that assesses whether there are differences that can be attributed to chance (supporting the null hypothesis) or beyond chance (supporting the alternative hypothesis). The corresponding p-value follows the conventional framework of .01 (or 99% confidence) and .05 (or 95% confidence). Thus, statistically significant findings suggest the differences across categories or between groups are beyond chance at the 95% or 99% confidence levels, which is the conventional social scientific threshold.

The measures of interest included in the analyses are indicator variables, coded as dichotomous in nature: modified class (value = 1 for cadets within modified classes) and its inverse (non-modified classes, coded as value = 0 for cadets in non-modified classes); male (coded as value = 1 for males, which has an inverse value = 0 for females); and, Black (coded as value = 1 for all Black cadets, and its inverse as value = 0 for all non-Blacks).

Table 1 below shows there are two statistically significant coefficients that distinguished graduation from non-graduation among the pool of cadets. First, Black cadets are significantly less likely to graduate compared to other racial groups ($b = -.777$, $s.e. = .293$, $p < .01$). Second, if the cadets are male ($b = .547$,

²¹⁵ The Chi-Square results were derived from the Pearson Chi-Square statistic. Chi-square analyses are based on the null/alternative hypothesis counterfactual framework that assesses whether there are differences across categorical measures (e.g., race and sex with graduation). The corresponding p-value follows the conventional framework of .01 (or 99% confidence). Thus, significant findings suggest the differences across categories (e.g., Black vs. non-Black with graduation) is beyond chance where $p < .01$.

²¹⁶ As explained on page 31, the Regular Academy is an approximately eight-month program for police officer candidates with no prior law enforcement experience, while the Modified Academy is approximately four months long and designed for officer candidates who have sufficient law enforcement experience in another agency.

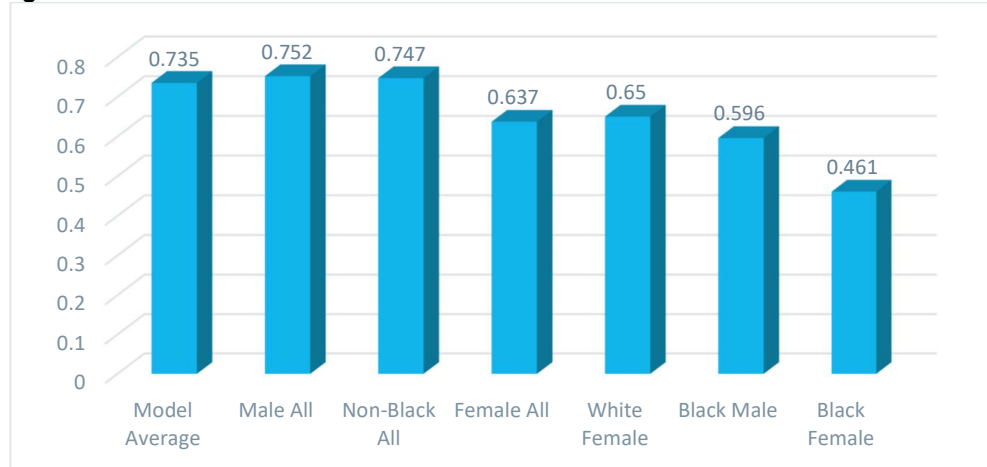
s.e. = .224, $p < .01$), they are also significantly more likely to graduate compared to females (which means that females are significantly less likely to graduate when compared to males). These findings hold even after controlling for injuries and attendance in a modified class. Importantly, there are no significant differences between cadets who are injured versus those who are not injured in their likelihood of graduating from the training academy. In terms of overall graduation rates, the modified classes approached significance ($p = .08$) but did not quite reach that threshold (suggesting that modified classes had a marginally, although not significantly higher rate of graduation relative to standard length classes).

Table 1. Logistic Regression Estimates for Graduation (Value = 1) or Failure to Graduate (Value = 0) for Austin Police Academy (N = 507) between 2015 and 2020

Measure	Beta	St. Error	P-Value
Male	.547	.224	.014
Black	-.777	.293	.008
Injured	-.048	.177	.787
Modified Class	.541	.311	.082
Constant	.581	.233	.013

To further explore these relationships, Figure 1 below shows the predicted probabilities of graduation based on cadets' race and sex. A predicted probability can be interpreted roughly as the likelihood of the event occurring after statistically controlling for everything else at their means. That is, these scores predict the likelihood that an individual factor influences graduation rates, all else being equal. For example, the probability of graduation for male cadets is 75.2%, compared to 63.7% probability for females.

Figure 1: Predicted Probabilities of Graduation Based on Gender and Race of Cadets



Further examining cadets by race and sex demonstrates there are essentially two groups of cadets that differ in their likelihood of graduation.

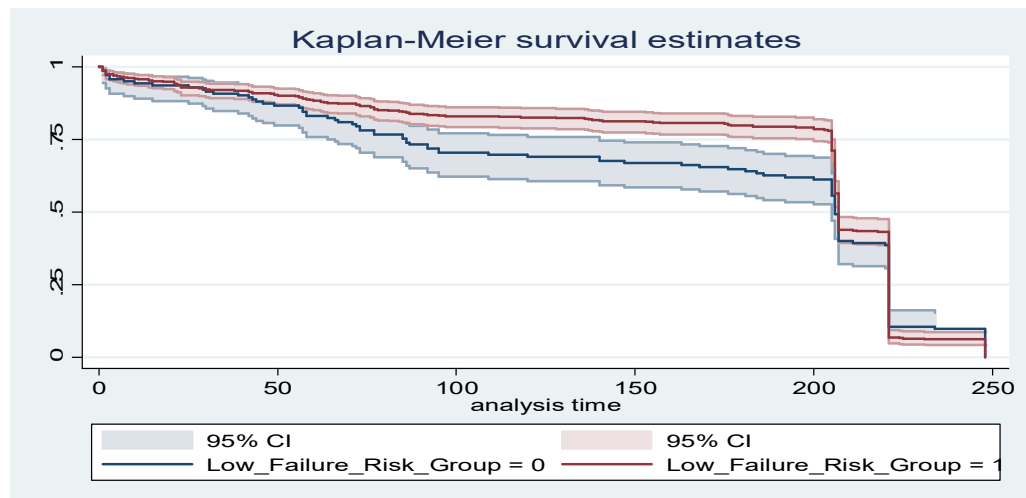
- **Group 1:** Cadets who are female or Black (Black males, Black females, White females, Asian females, and Hispanic females), which comprises roughly 23% of the classes.
- **Group 2:** Non-Black males (White males, Hispanic males, and Asian males), which comprises roughly 77% of the classes.

The results show that **Group 1 is at a higher risk of not graduating from the training academy**, while **Group 2 is at a lower risk for failure to complete academy training**.

When attempting to delineate potential influencing or intermediary factors between these two groups of cadets, we next examine Kaplan-Meier survival curves. These curves are created from a statistical technique that distinguishes between training onset and time until academy dropout. This analysis includes all cadets, with those who graduate as ‘censored’ (i.e., not experiencing a ‘failure’ event) and those who failed to complete the Academy, while also noting the specific periods of the greatest likelihood of Academy dropout.

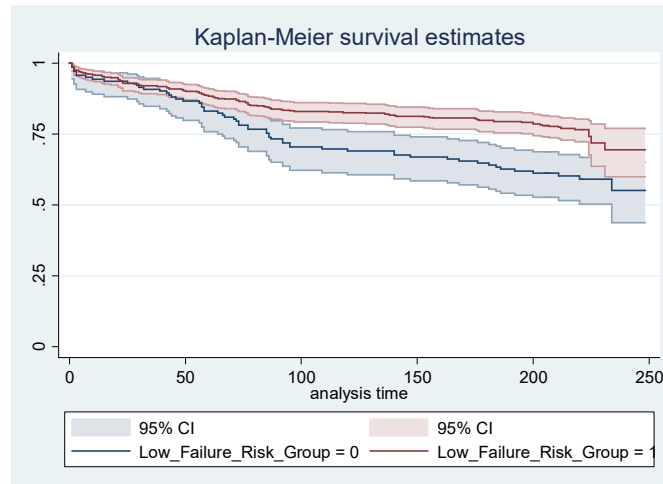
Figure 2 graphically displays that the “time to attrition” is roughly identical for the two groups initially. However, at roughly day 55 or so, the trajectories of the two groups change. At this point, the *High Failure Risk Group* (Group 1, comprised of Black and female cadets) becomes significantly more likely to not complete the Academy training, compared to the *Low Failure Risk Group* (Group 2, comprised of all non-Black males). The distinct and divergent trajectories toward graduation persist for the duration of the time in the Academy, from roughly day 55 onward.

Figure 2. Kaplan-Meier Survival Analysis for Completion of the APD Training Academy



While injury alone did not distinguish graduates from non-graduates, among these two groups (Group 1= females or Blacks, compared with Group 2 = all non-Black males) the patterns of injuries are somewhat distinct. Using the same Kaplan-Meier survival estimates, we examine *time until injury* (see Figure 3 below). The findings show that Groups 1 & 2 have different trajectories toward injuries as their time in the Academy progresses. Roughly 10% of each group reports an injury before the end of the first day; their risk of injuries initially is the same. However, the average number of days until injury for Group 1 (*High Failure Risk Group*) is 55 days, compared to 66 days for Group 2 (*Low Failure Risk Group*). Also of note, roughly 25% of those injured from Group 1 (*High Failure Risk Group*) are injured by the end of the 8th day (second week of training), compared with the 18th day for the 25th percentile of Group 2 (*Low Failure Risk Group*) who are injured. In short, the risk of injury is the same for the first day of training (when approximately 10% of each group report injuries), but after the start of the second week of training, the trajectories toward injuries diverge between these two groups and these differences persist throughout the duration of the Academy.

Figure 3. Kaplan-Meier Survival Analysis for Cadet Injury with the APD Training Academy



We also conducted a series of sensitivity analyses. The findings show that the *types of injuries* for cadets across race and sex are virtually identical in terms of percentage distributions. That is, cadets in both Groups 1 & 2 are inflicted with the same types of injuries. The difference between these groups is *when they are injured*, with an earlier onset more likely for Group 1 (female or Black cadets), compared to later onset of injuries for Group 2 (all non-Black males). In summary, cadets in the *High Failure Risk Group* (Blacks and females) are more likely to be injured earlier in the training academy program, compared to those who are at lower risk of failing to complete the Academy.

Importantly, the divergence across race and gender groups related to the likelihood of graduation does not occur within the modified/shortened classes (which comprises roughly 13% of all cadet experiences). However, Black and female cadets are less likely to be in the modified classes. Specifically, Group 1 (Blacks or females) comprise 23.8% of non-modified classes, but only 9.9% of modified classes.

We also examined reasons for failure among the cadets, which is dichotomized as voluntary or involuntary removal from the Academy. Consistent with prior findings, we found that within the modified classes there were no race or officer sex differences that were associated with the type of failure (voluntary or involuntary). However, within non-modified classes, the Pearson's Chi-Square statistic (a goodness of fit statistical test to assess whether there are associations between categorical measures, in this case, race, sex, and types of graduation failure) showed that females were marginally significantly ($p < .10$) more likely to voluntarily withdraw from the Academy than were males. Table 2 (below) shows the results of this bivariate statistical analysis, which included the 174 cadets who failed to graduate the non-modified academies in this study period. Roughly 69% of females who failed to graduate the Academy during this period did so through voluntary withdraw; comparatively, only 54% of males who failed to graduate the Academy did so voluntarily. There were no other discernable correlates (e.g., cadet race) associated with voluntary versus involuntary failures.

Table 2: Pearson's Chi Square Results for Reasons for Graduation Failure (Voluntary Withdraw versus Involuntary Failure) between Male and Female Cadets in Non-Modified Classes (N = 174).

Demographic Correlate	Voluntarily Withdrew	Involuntarily Failed	Pearson's Chi-Square
Females	29 (69.0%)	13 (31.0%)	2.75, (1 df), $p = .097$
Males	72 (54.5%)	60 (45.5%)	

*Percentages are displayed in 'rows' for comparative purposes

Finally, the most recent class (Class 143) did not have any differences across cadets' race and sex that corresponded with the likelihood of graduation. For Class 143, only one measure (injuries) predicted the likelihood of graduation, with those who were injured significantly less likely to graduate. Also note that 86% of these reported "injuries" were COVID-19 positive tests.

Summary

The findings from the logistic regression models, predictive probabilities, Kaplan-Meier Survival analyses, and the sensitivity tests can be summarized as follows:

1. Nearly 73% of cadets entering the APD Training Academy successfully graduate.
2. The likelihood of graduation varies significantly across cadets by race and sex. Specifically, Black and female cadets are statistically significantly less likely to graduate compared to cadets of other races and male cadets, respectively.
3. Overall, the likelihood of graduation is not significantly impacted by injuries within the Academy.
4. Modified (shortened) classes had a marginally, although not significantly higher rate of graduation relative to standard length classes.
5. The predictive probability of graduation ranges from a high of 75.2% for males to a low of 46.1% for Black females.
6. Two groups of cadets significantly differ in their likelihood of graduation and timing of injuries.
 - Group 1 (*High Failure Risk Group*): Cadets who are female or Black (Black males, Black females, White females, Asian females, and Hispanic females), which comprises roughly 23% of the classes.
 - Group 2 (*Low Failure Risk Group*): Non-Black males (White males, Hispanic males, and Asian males), which comprises roughly 77% of the classes.
7. Group 1 cadets are significantly less likely to complete the Academy training, compared to cadets in Group 2. The time to attrition is roughly identical for the two groups initially; however, at roughly day 55, the trajectories of the two groups change, with Group 1 less likely to complete the Academy from that point forward.
8. Injury alone did not distinguish graduates from non-graduates; however, injury patterns differ across these two groups.
 - Roughly 10% of each group reports an injury before the end of the first day; their risk of injuries initially is the same.
 - The average number of days until injury for Group 1 (*High Failure Risk Group*) is 55 days, compared to 66 days for Group 2 (*Low Failure Risk Group*).
 - A quarter of those injured from Group 1 sustain their injuries by the end of the 8th day (second week of training). By comparison, a quarter of the injuries from Group 2 occur by the 18th day.
9. The *types of injuries* sustained by cadets do not differ significantly across race/sex group; however, there are differences in *when they are injured*, with an earlier onset more likely for Group 1 (female or Black cadets), compared to later onset of injuries for Group 2 (all non-Black males).
10. Graduation rates for the modified (shortened) classes do not differ significantly across race and gender; however, Black and female cadets are significantly less likely to be in the modified classes (9.9% of cadets in non-modified classes are Black or female, compared to 23.8% of non-modified classes).

11. The reason for graduation failure (voluntary withdraw versus involuntary failure) was marginally significantly ($p < .10$) divergent when comparing males and females. Specifically, females who did not pass the Academy (within non-modified classes) were more likely than males to voluntarily withdraw.
12. The most recent class (Class 143) did not have any differences across cadets' race and sex that corresponded with the likelihood of graduation; however, injured officers are significantly less likely to graduate (86% of injuries are COVID-19 positive tests).

Positive Changes. Kroll notes that the positive changes in the diversity of Academy leadership and to some of the more physically and psychologically intense components of the Academy (i.e., elimination of past abusive practices), as well as a distinct philosophical shift among Academy leadership to actively encourage all cadets to succeed, suggests that the Academy is conscious of and working to eliminate these inequities.

Recruiters Underutilized. The unique relationship that develops between APD recruiters and cadets is currently underutilized. Recruiters typically get to know cadets well and develop a more personal relationship with them than do Academy instructors. In the past, APD recruiters would reach out to a cadet if he or she left the Academy to obtain feedback and discuss what happened. We are told that this practice has been discontinued, although APD recently agreed to reinstitute it.

Since recruiters have a prior relationship with the cadets and perform a different function than Academy instructors, they can be a good sounding board for why a cadet left the Academy. Was it a personal decision or circumstance beyond their control such as a testing failure? Exit feedback can ensure that the Academy identifies opportunities to improve recruitment and retention. Given the current diversity of the Recruiting Unit, recruiters could occasionally assist Academy instructors in role-play scenarios and group team building exercises when needed. Increasing recruiters' interactions with cadets as they train could also serve as a form of emotional support for cadets. The recruiters often know about the cadets' personal lives and could help identify for Academy staff those cadets that may be dealing with personal challenges, such as illness of a family member, loss of a loved one, financial or other issues that could impact performance.

5.8 Crisis Intervention Team Training

In September 2018, a report from the Office of the City Auditor reviewing APD's responses to mental health-related incidents found that "APD has the highest per capita rate of fatal police shootings involving persons believed to be experiencing a mental health crisis."²¹⁷ Additionally, the report found that the department's crisis intervention team (CIT) program, developed as a best practice program, did not meet all of the core requirements for best practices developed by CIT International, and as a result, placed people experiencing a mental health crisis in Austin at higher risk of a negative police interaction.²¹⁸ Two more reports, one from the Meadows Mental Health Policy Institute sanctioned by Austin City Council,²¹⁹ and one from the University of Texas School of Law Human Rights Clinic and the Austin Community Law Center,²²⁰ supported these claims, and each made additional recommendations to improve the department's response

²¹⁷ Office of the City Auditor, "APD Response to Mental Health-Related Incidents" (2018), 7.

²¹⁸ *Ibid.*

²¹⁹ The Meadows Mental Health Policy Institute for Texas, "Recommendations for First Responder Mental Health Calls for Service" (2019), <http://www.austintexas.gov/edims/pio/document.cfm?id=320044>.

²²⁰ University Texas School of Law Human Rights Clinic, "Human Rights Framework Regarding Austin Police Department Mental Health-Related Shootings" (2019), <https://law.utexas.edu/wp-content/uploads/sites/11/2019/09/2019-09-HRC-APD-Mental-Report.pdf>.

to mental health-related incidents. Since these reports, the Academy has greatly improved its CIT training, as noted below.

Crisis Intervention Training. The Academy has greatly improved its CIT training in recent years and developed a training program that is consistent with national best practices. The 144th cadet class schedule includes an entire week devoted to CIT training, which according to the National Alliance on Mental Illness (NAMI), helps “create connections between law enforcement, mental health providers, hospital emergency services and individuals with mental illness and their families.”²²¹ Combined with collaborative community partnerships, effective CIT training “improves communication, identifies mental health resources for those in crisis and ensures officer and community safety.”²²²

- The CIT model is a police-led, trauma-informed, collaborative response for behavioral health crises that involves training patrol officers to recognize and de-escalate situations involving individuals experiencing a behavioral health crisis and to refer those individuals to appropriate services, as opposed to conducting an arrest, when possible. The goals of CIT programs are to increase the safety of police interactions with individuals experiencing a crisis, to improve access to behavioral health services for individuals in crisis, and to reduce reliance on the criminal justice system in addressing behavioral health-related challenges. These programs have most traditionally been used to address individuals experiencing mental health or substance use-related crises.
- CIT training not only provides officers with more tools to do their jobs safely and effectively, but it also improves their knowledge of mental illness and community resources.
- Several evaluations have found that CIT training improves officer knowledge surrounding behavioral health-related challenges, reduces stigma associated with behavioral health, and increases officer empathy and confidence in their ability to successfully intervene in a crisis incident.
- Researchers have found that CIT training successfully increases officer awareness of behavioral health services within their communities and their support for referring individuals in crisis to these services.
- Evaluations show that CIT training increases officer familiarity with de-escalation techniques and support for de-escalating crisis events.

Curriculum Evaluation. The time allotted for the Academy’s CIT course is 40-hours of instruction. For someone to qualify as an Academy instructor for CIT training, he or she must be one of the following:

- An active member of the APD CIT Unit;
- A certified TCOLE Instructor; and/or
- A subject-matter expert – i.e., must be currently serving as a mental health officer or as a member of a Crisis Intervention Team for at least two years in APD or have Mental Health Peace Officer certification through TCOLE.

The following mental health agencies and organizations provide subject matter experts (guest speakers) and training materials to assist in the Academy’s CIT training:

- Integral Care

²²¹ [https://www.nami.org/Advocacy/Crisis-Intervention/Crisis-Intervention-Team-\(CIT\)-Programs](https://www.nami.org/Advocacy/Crisis-Intervention/Crisis-Intervention-Team-(CIT)-Programs).

²²² *Ibid.*

- Adult Protective Services (APS)
- National Association on Mental Illness (NAMI)
- The Military Veteran Peer Network (MVPN)
- The ARC of Texas
- Homelessness Outreach Street Team (HOST) - a collaboration of several mental health service organizations in Austin.

The above agencies provide mental health services and expertise in crisis intervention, adult protection, child & family services, intellectual and developmental disabilities (IDD), Post Traumatic Stress Disorder (PTSD) (including military sexual trauma), traumatic brain injury, and homelessness.

The Academy's CIT training includes classroom instruction on various forms of mental illness, their causal factors, and the impact such illnesses have on individuals. There is also instruction on what signs or symptoms a student might encounter when engaging a citizen involved in a mental health crisis. Scenarios and role-play exercises are cooperatively graded and observed by Integral Care.

The six selected role-play exercises were used with the permission of Ozaukee County NAMI and the Texas Veterans Commission. These six role-play videos total approximately twenty-six minutes in length. Role play exercises involving de-escalation training total four hours during the CIT course of instruction, which includes an evaluation of de-escalation principles during the exercises.

The role play scenario-based training provides students with realistic life scenarios that replicate exposure to the potential stressors and challenges of engaging with people experiencing a mental health crisis. The practical demands of officer safety, de-escalation, and problem solving are included in the training. The goal of this training is to enable students to use the skills and tools learned to successfully de-escalate these encounters. Kroll finds that the Academy's CIT training is comprehensive and involves a balanced mixture of classroom instruction, role play scenario-based exercises, and instruction in collaboration with mental health subject matter experts that is consistent with best practices. However, we note that the 2019 report from the University of Texas referenced above suggests that, while Austin's use of a Crisis Intervention Team partially aligns with the "Memphis Model," Austin's program does not incorporate all best practices for training, like refresher courses and visits to mental health facilities.²²³

Additional CIT Instruction. After two years of law enforcement service, APD officers can voluntarily receive an additional 40 hours of training to become CIT Patrol Officers, who directly respond to calls regarding incidents involving a person in a mental health crisis. Members of a separate Crisis Intervention Unit are responsible for administrative tasks like reviewing all calls classified as relating to a mental health crisis, functioning as the liaison between APD and organizations in the mental health community, and assisting with training the CIT curriculum at the Academy.

Kroll finds that the Academy's CIT training is comprehensive and involves a balanced mixture of classroom instruction, role play scenario-based exercises, and instruction in collaboration with mental health subject matter experts. However, while APD has instituted several reforms to the program, the Academy should continue to monitor the success and failures of the program and consistently refer to up-to-date best practices. In addition, APD should continue to build collaborations with various mental health-related entities, increase emphasis in training on reducing stigma of mental illness among officers, and require regular refresher courses on CIT principles.

²²³ University Texas School of Law Human Rights Clinic, "Human Rights Framework Regarding Austin Police Department Mental Health-Related Shootings," 17-21.

5.9 Additional De-escalation / Use of Force Training

ICAT Training. Within the past year, APD has incorporated ten hours of *Integrating Communications, Assessment, and Tactics* (ICAT) training into its curriculum.

- ICAT is an evidence-based best practice designed by the Police Executive Research Forum (PERF) to help police officers “safely and professionally resolve critical incidents involving subjects who may pose a danger to themselves or others but who are not armed with firearms.” (<https://www.policeforum.org/assets/icattrainingguide.pdf>). In its original format, ICAT training is designed as a 16-hour training block.²²⁴
- ICAT training instructs police officers in de-escalation tactics and critical thinking skills for the management of potentially volatile police-citizen encounters, encouraging the integration of crisis recognition and intervention, communication skills, and operational tactics in police responses. This training is designed for patrol officers responding to circumstances involving persons in crisis – that is, individuals that may be behaving erratically due to mental health concerns, substance use, situational stress, and/or intellectual/developmental disabilities.
- The ICAT training is the only police de-escalation training that has been shown through independent, empirical research to significantly reduce use of force, along with officer and citizen injuries (Engel et al., 2020).
 - Although officers have fewer options when dealing with threats involving firearms, ICAT is a training guide designed to fill a critical gap in training police officers how to respond to volatile situations in which subjects are behaving erratically and often dangerously, while unarmed or armed with a weapon other than a firearm (e.g., knife, baseball bat, rock, etc.). As explained by PERF, the ICAT Training Guide “includes model lesson plans and support materials (including Power-Point presentations, videos, and other resources) in the key areas of decision-making, crisis recognition and response, tactical communications and negotiations, and operational safety tactics. ICAT then integrates these skills and provides opportunities to practice them through video case studies and scenario-based training exercises.”
 - ICAT’s course content includes Legal Concepts, Critical Decision-Making, Crisis Recognition, Communication, and Tactics. Students learn to demonstrate key verbal communications skills that are critical to defusing (de-escalating) tense situations and gaining voluntary compliance. Students also learn to explain concepts such as “tactical pause,” distance plus cover equals time, tactical repositioning, and continual assessment, all of which are essential to de-escalating encounters with citizens in crisis.
- The Academy should expand the tenets of ICAT in its training so that it becomes an expected action to emphasize de-escalation whenever an officer interacts with the public and there is a possibility of a confrontation. Including these efforts in role-playing exercises and case studies will help embed the principles of de-escalation into the culture of APD.
- **Verbal Communication and Public Interaction.** This course is a state-mandated course pursuant to BPOC, Chapter 25. Kroll reviewed the lesson plan for this course, which is a sixteen-hour de-

²²⁴ The Academy curriculum includes other de-escalation scenario-based role play training in the following courses: CIT (4 hours), Verbal Communications and Public Interaction (16 hours), and Basic Taser training (1 hour), which combines for an additional 21 hours of de-escalation training. In combination with the 10-hours of ICAT training, the Academy provides a total of 31 hours of de-escalation training.

escalation course focused on teaching cadets to effectively communicate when interacting with members of the public. The entire course is devoted to communication skills that are intended to de-escalate encounters with members of the community in an attempt to avoid using force and defusing other situations. The crucial components of paralinguistics, kinesics, and empathy are discussed.

- **Taser Basic User Course.** This is an eight-hour course on the use of the Taser Conducted Electrical Weapon (CEW) that incorporates four drills and four scenarios and includes one hour of de-escalation training. The course provides operational theory and practical training to safely and effectively operate the issued CEW. The course is completed in its entirety using training materials provided by Axon International (Manufacturer).

5.10 Non-English-Speaking Residents and Persons with Disabilities

In addition to training cadets on Law Enforcement Survival Spanish, which was discussed in Section 5.4, the Academy makes cadets aware of the additional resources available to officers to assist in interactions with non-English speaking residents. For example, when interacting with a resident who speaks a language other than English, officers can send out a city-wide dispatch for assistance with the particular language at issue and an available interpreter will respond to the scene. If there is not a bilingual officer available who can assist, an official interpreter can be requested from the city's Language Line, which will immediately dispatch an interpreter who can help translate. Certified court interpreters are also available when needed by investigative units. This information is supplemented and detailed in APD General Order 609.2 and was confirmed in Kroll interviews.

The department also offers an internal stipend program that will pay for officers interested in learning additional languages other than English (including American Sign Language). The program tests for proficiency and compensates officers who become bilingual.

Additionally, as noted in Section 5.4, the Academy teaches a course on interacting with deaf and hearing-impaired individuals in traffic stops and other scenarios. The course discusses the variety of communication aids and services that are useful to law enforcement in communicating with deaf individuals, including the videophone, video relay service (VRS), and video interpreting service (VIS), which allow deaf or hard of hearing individuals to communicate over video telephones and similar technologies with hearing people in real-time with the aid of a sign language interpreter.

Cadets are trained on how to distinguish what situations require an interpreter and how to handle certain calls that involve deaf or hearing-impaired individuals. They also learn about all current APD policies that pertain to interacting with the deaf community.

Training on communicating with persons with disabilities is covered in the 40 hours of Crisis Intervention Team training concerning interactions with residents who have a mental illness/disability.

5.11 Field Training Officer Program

The APD Field Training Officer (FTO) Standard Operating Procedure (SOP) comprehensively addresses the criteria and method for selecting FTOs, the training provided to perform their duties, supervision, evaluation, the length of time trainee officers spend in the program, and the methods by which FTOs assess and evaluate trainee officers in the field.

APD Field Training Program. The APD Field Training Program (FTP) is a 15-month education and evaluation program. At present, the department is authorized 152 FTO positions. FTOs are considered role

models for their trainees. To be selected as an FTO, an officer must complete a minimum of 24 months continuous time as an APD commissioned officer on patrol. (Officers that graduated from the Modified Academy or those with a minimum of two years of prior law enforcement experience from an accredited law enforcement agency may qualify as an FTO after 18 months continuous time as an APD commissioned officer.) FTOs are to teach respectfully and professionally and may not have trainees do any activities beyond the normal scope of their duties, and the department prohibits FTOs from requiring trainees to conduct tasks as a “rite of passage” or “initiation.”

Selection Procedures. Each level in the FTO applicant’s chain of command is responsible for the selection and approval of the applicant as an FTO. To be selected, FTO candidates are required to demonstrate their commitment to community policing, as well as their problem-solving and leadership abilities. Ethics, professionalism, relationships with the community, quality of citizen contacts, and commitment to APD philosophy are the primary criteria in the selection of FTOs.

Excessive numbers of complaints (sustained and not sustained) or use-of-force incidents shall bar a candidate from selection as an FTO for no less than two years. Sustained disciplinary action against an FTO or the FTO Program Coordinator for excessive force, unlawful arrest, false testimony, racial, ethnic, sexual-orientation or gender-based discrimination or slurs, or other serious examples of police misconduct, shall result in termination from the FTO program.

FTO Training. The following Training is mandatory for selected FTO’s: FTO Advanced Training completed each calendar year, FTOs that complete the APD Basic FTO School (School) are exempt from the FTO Advanced Training for the same calendar year that they complete the School.

FTO Surveys. FTOs may elect to participate in the FTO 360 survey and/or FTO Exit survey. The 360 survey is anonymous and intended to provide information directly to FTOs who want to improve their performance and skills. Survey results are not shared with anyone except the affected FTO.

Staff Inspections. Annually, the Field Training Unit cooperates with the Inspections Unit of the Professional Standards Bureau when they perform a staff inspection. The purpose of the staff inspection is to compare APD’s formal expectations with the actual performance of the Field Training Unit to determine if APD policy and SOPs are being followed.

Incentive Pay. Candidates that are selected to participate in the FTO program receive a pay stipend as a financial incentive, in recognition of the fact that becoming an FTO adds significant responsibilities to an officer’s job duties. However, several officers Kroll interviewed indicated that the stipend for being an FTO does not adequately compensate officers for the added responsibilities. Most officers who become FTOs do so primarily because they want to contribute to the development and training of new officers.

Neighborhood Portfolio Exercise. Throughout the Field Training Program, trainees are to develop a detailed geographical, social, and cultural understanding of the area to which they are assigned. This Neighborhood Portfolio Exercise is designed to give the trainee a sense of the community where they work. It also encourages the trainee to develop community contacts that are critical when practicing community-oriented policing and problem-solving initiatives.

Returning Officer Program. Officers that have been rehired by APD or who return from an extended period of leave (e.g., military deployments) are assigned to the Continuing Education Unit’s Returning Officer Program. This requirement only addresses the need for updated training and not any de-programming from military service. For example, there is no provision for mental health evaluations or other services prior to returning to full-time police service (officers can deploy several times). Common mental health symptoms of combat veterans include PTSD, anxiety, sleep problems, depression, withdrawal, and isolation aside from physical injuries. If not appropriately addressed, these frequently unnoticed symptoms

can translate into significant issues of concern for the department regarding officer conduct and interactions with the community. To address this, Kroll has included a long-term recommendation that addresses returning military veterans and recruiting from the military.

Evaluation. Overall, APD's FTO Program is well structured and documented. However, to further strengthen the program and address several of the concerns raised by the City of Austin and the community concerning the FTO Program, we have included some additional long-term recommendations, which are outlined in Section 7 of the report.

Kroll also notes that **Section .06, Sub-section C, Paragraph 10** of the SOP appears incomplete ("No Internal Affairs records of sustained violations that reflect any form of ethical misconduct, and" . . .) and should be corrected.

6 COMMUNITY FEEDBACK

During the course of our assessment, Kroll spoke with community leaders and activists associated with the following organizations:

- Just Liberty
- NAACP
- Austin Area Urban League
- Austin Justice Coalition
- Texas Appleseed
- MEASURE
- Greater Austin Crime Commission
- Community Police Review Commission
- Community Video Review Panel

We also presented our preliminary findings before City Council on March 2, 2021, and before a community forum put together by the Office of Police Oversight on March 23, 2021, which was attended by approximately 50 participants. A number of common themes and comments were provided by the community members we spoke with, including the following:

Community Engagement

- APD is a fairly standard representation of its species in a community that has been migrating towards a very different view of what public safety looks like – there is a widening gap between APD's view of the department vs. the community's view of the department.
 - APD tends to dig in its heels to standard practice and resists calls for reforms.
- The department needs to continue the work of community engagement – a lot of officers want to do good. There needs to be a dialogue with community members that are willing to work with APD on it.
- We do not like the term “re-build” trust – because there was never any trust built between the police department and the Black community.
- APD needs a diverse academy with community involvement, with all groups represented – Black, Brown, women, etc. The department needs to train people on cultural competence – but this is not currently happening. The “groundwater is muddy” – we need transformational change.
- APD shows “no respect and no interest in community policing as it pertains to non-white bodies.”
- There are solutions that community partners could offer to APD. But APD should initiate them, so it doesn't look like we are shoving it down their throats. The community can only force it so far.
- There was a stark difference between the community outreach that occurred under Chief Manley vs. Chief Acevedo. The way Chief Acevedo interacted with the community seemed more accessible and approachable, which resulted in more grace from the community.
 - Chief Acevedo did more to engage with the Latino community.

- APD tends to have better conversations with the community when they go out into the community (e.g., coffee conversations, etc.) rather than when the community comes to them. But the community does not always engage in these activities because of a lack of trust.
- It is important to recognize where Austin is in terms of change – more community policing will not necessarily solve the problem (mental health, homeless population). We need to divert calls involving mental health issues and social problem from police to other agencies.
- The whole reimagining policing process is happening now – Chief Manley was not willing to do this. We need someone willing to think outside of the box. It is very difficult to talk to someone who is not willing to examine the causes of police mistrust.
- The need for policing is not what it was when the 21st Century Task Force was drawn up. We need to get to a point where communities are healthy, and we need policing less and less. This is part of the ongoing conversation we are having in Austin.
- The Community Video Review Panel was pleased to learn that APD had accepted the Panel's video recommendations, but they want broader change and are tired of dealing with only surface-level changes.
- The Panel agreed that a formal structure to review the Academy's other training videos, as well as course content, should be established moving forward.
- More community engagement is needed as part of police training – the Academy's recent level of community engagement was virtually non-existent.

Cultural Competency

- APD needs to be “culturally responsive” – cultural responsiveness is not part of their training division. “Either you are teaching diversity, equity, and inclusiveness (DEI) or you are not – and they are not.”
- There are a lot of cultural issues with the APD and the City of Austin. The Training Academy does not communicate well with different cultural organizations.
- We have to be able to screen out bigotry and white supremacy.
- For any sort of anti-racist training to work, you must examine the sustainability of that model and make sure that you revisit it – “a one-off doesn't work.” You must revisit with similar types of training, taught by different individuals with experience in diversity and inclusion – this is bigger than just Austin. The mentality has to change, and it has to seep into law enforcement.
- The History of Race and Policing in America is a good step forward. It is important that all officers understand these issues. Some of this information may be “painful” but it is important for people to understand how their privilege (or lack of privilege) impacts everything. But such a course and its content need to be revisited annually so it can be sustained and impactful in the long run.
 - Police forces were historically developed to protect white interests.
- There should be requirements for annual training that deal with issues of diversity, equity, and inclusion.
- The City has historically been “anti-Black” – although we are growing in numbers, this is not necessarily happening in the Black community, and it is impacted by the Black community's

relationship with APD. Part of this is economic and the high cost of living; but it also comes from perceptions that the City is not serving the Black community.

- Austin is one of the most economically segregated cities in the country.

Transparency and Accountability

- “Are you open to criticism when you write your curriculum?” APD has been very resistant to outside critiques.
- “You must teach officers to respect everyone” – this is a must to have credibility, accountability.
 - This can be a “win-win” – but APD must change from a warrior to guardian mentality.

Training

- The Academy needs to teach more ethics and do more scenario-based training. What do you do if you see an officer employing excessive use of force? Etc.
 - Cadets must learn that they are here to support and serve the community, not to control the community.
- In 2018, there was an Academy class that lost a large number of cadets to attrition; several former cadets testified during a city council hearing – it was atrocious and compelling testimony.
- There is a “core lie” that has been disseminated to the community – that the core curriculum required by TCOLE cannot be changed by law; APD contends they can add classes but cannot change the core curriculum.
 - “That is not true” – there is a baseline of things a student must know when they leave the Academy, but there is no reason APD could not change and adjust the core curriculum.
 - TCOLE had an old curriculum that still referenced reading lists from the 1980s; they rolled out a new curriculum in the last 1-2 years, but the last cadet class was still being taught under the old curriculum.
 - Even though the City of Austin temporarily closed the Academy, APD was going to have to redo its curriculum anyway, because the TCOLE curriculum was substantially changed.
 - How courses are taught, and how instructors connect the dots between the units, is something that can be done differently without impacting the essential course content. It is a form of insanity that APD continues to teach “into the problems”.
- Academy uses fear-based training. The video review panel report is illustrative of this theme.
 - That APD teaches its officers to “fear the public” and that officers “need to come home safe” at all costs is a major problem. This approach conflicts with the need to teach communication and trust, real-life dynamics that officers will confront in their jobs.
 - Police officers spend most of their days involved in what is essentially social service work, which is much different than “fighting crime.” There is a deep vein of racism that constantly reproduces the problem.
 - It has been a horrifying experience for the people serving on the video panel – to see how the community is perceived and represented in the videos.
- No one has said the Academy needs to be closed forever – but there needs to be a coordinated and public effort to ensure that true reform occurs (with transparency).

- Consistency in messaging is important. Historically, there has not been a lot of consistency in what is being said regarding how APD is training its cadets and how individual officers are instructed.
- Why is Austin so late at banning chokeholds? And what tactics are the department teaching in the Academy when officers encounter certain situations?
- There is a gap in training – a police officer's first response should not be to engage in detrimental violence. Violence should be a last resort. You need to bring in mental health professionals in many situations that officers are asked to address.
 - Military tactics – e.g., taking the high ground and surrounding the enemy in a combat situation. APD applies military tactics during peaceful protests against people who have perpetrated no violence against officers – violent acts against non-violent protestors. It all goes back to leadership and training.
- Some would suggest that the problem is not at the Academy but with the Field Training Officer program after cadets graduate.

De-escalation Training

- APD says that de-escalation is “sprinkled” throughout the training – but why not make it more intentional?
- Austin has a high rate of officer-involved shootings with people in mental health crises.

Police Culture

- It should be part of the culture of APD that they want to do better – this is not a revolutionary concept. They should have been doing more from the very beginning.
- We need to “change the culture of not just policing but our community” – presenting public safety as a means to achieve “whole, flourishing communities.”
- How cadets view the community (and how they are taught) is crucial – they need to be true “peace officers” as well as “sentinels” – there are elements of both (guardian and warrior) in what police officers do.
- A pro-police community representative noted that the Academy stopped doing a number of “paramilitary-type things” years ago, and that APD is trying to evolve the Academy into a hybrid paramilitary/civilian format. But this representative acknowledged that there is legitimacy to much of the community concerns and criticisms, and the impetus behind the community's desire for a guardian vs. warrior approach. “We applaud the level of scrutiny that police training has been given and should continue as it progresses.” APD has done a lot to improve procedures and tactics, but it is an ongoing process. During the protests last summer, APD learned a lot about less-lethal munitions, etc. – this is a process where they continue to make improvements.

Recruiting and Promotion

- APD's standards are too low for how they recruit officers initially; they should start with people graduating college with criminal justice and related degrees. There are too many examples of people being recruited who have racist instincts – this needs to be screened out (e.g. – that Justin Newsom made it to top leadership reflects on the type of people they are bringing into the department).

- There are six HBCUs in Texas that produce over 100 criminal justice degree graduates per year.
- The City should allocate some budget for scholarships at these schools in exchange for a 4-year commitment at APD.
- Officers that come in with a 4-year degree are less likely to use force and more likely to productively engage with the community.
- Chief Manley had said he would bypass people when making appointments to leadership positions to increase diversity and accountability – but when he had the opportunity to do so, he used his optional bypass authority to promote people with little interest in increased accountability.
 - There remains a lack of diversity within APD leadership at the highest ranks. For example, unless there has been a recent change, there remain no Black Commanders.
- HR practices need to be looked at – inequity is built into the system.
 - If Black and Brown officers are not getting into the higher ranks, there is a problem of inequity.
- Even though APD officers have the option in many cases to give a ticket or citation vs. arrest, they are arresting Black and Brown people disproportionately.
- Chief Manley had become increasingly intransigent against council directives, and APD has essentially ignored council resolutions. “We have lost trust and faith in APD and the city’s ability to do anything about it.”
- APD should prioritize the candidacies of women – good outcomes come with female leadership.

Officer Discretion

- APD officers frequently ignore the body camera policy – officers often don’t turn the camera on or come up with other excuses (e.g., camera broke). “If we can’t trust officers to turn on their body cameras, how can we trust them on other things?”

Allocation of Resources

- The department needs to shift its approach and work with other agencies in certain situations – EMS, fire department, social workers – not every issue requires a traditional police response.
- The “core of everything” for reimagining policing starts at the training level.
- Several community members commented positively on recent changes to 911 calls – i.e., removing mental health calls from APD’s function – this is a step in the right direction.
- As of June 2020, APD had successfully diverted hundreds of calls from 911 police response to other agencies (80-85%) – but in that same period, there were over 3000 calls to 911 with a mental health component. The police do what we ask of them – which, unfortunately, is everything.

Reimagining Public Safety Task Force Feedback

Task Force Member Brion Oaks motioned to have a level of demonstration or proof from APD that the various areas have been addressed in the Academy, including:

- The killing of residents by police (use of force issues) [This issue will be addressed in Phase B of Kroll’s evaluation].

- The graduation rate for Black cadets and rate of disproportionate injuries to Black cadets in the Academy [This issue is addressed in Kroll's report].
- The overall injury rates in the academy training [This issue is addressed in Kroll's report].
- Addressing the video curriculum issues [This issue is addressed in Kroll's report].
- Racial profiling (stop, searches, arrests) [This issue will be addressed in Phase B of Kroll's evaluation].

Questions from March 23rd Community Forum

During the community presentation and forum that was hosted by the Office of Police Oversight on March 23, 2021, there were a number of insightful and engaging questions presented to Kroll concerning its preliminary findings and recommendations. The questions are reproduced below. Kroll's initial attempts at answering these questions can be viewed at the following link:

<https://www.austintexas.gov/blog/community-provides-feedback-apd-recommendations>

1. *Did you interview people with lived experience with the police?*
2. *Can you define "adult learning?"*
3. *Will integral care be integrated?*
4. *What were the orgs under refugee and immigrant outreach?*
5. *There was a statement indicating that the recruiting unit has "significant diversity" and the numbers showed 17% female members, and 83% male members. How is the identified as "significant diversity"?*
6. *How many weeks of crisis intervention training are considered "best practice"? What are examples of cadet academies nationally that institute those best practices?*
7. *Can you speak a little more to the "warrior" and "guardian" discussion, and how a department can maintain a 30% warrior without over emphasizing the most unusual situations and undermining how officers behave in common interactions or in first amendment protected activity (where the vast majority of folks are peaceable).*
8. *If this report is preliminary, what has yet to be reviewed and finished before the full report comes out in April?*
9. *To what extent, if any, will the academy incorporate the principles of the Center for Policing Equity in its training?*
10. *Why has the length of the academy been shortened?*
11. *Does Community Policing fit into your recommendations?*
12. *Will no knock raids be either eliminated totally or at least eliminated for drug related cases?*
13. *Will the instructors that have perpetuated the militaristic US V. THEM mentality be removed and replaced with instructors that have demonstrated ability to train in the reimagined ways?*
14. *Which recommendations related to the academy and to the department, as a whole, would you all say would need to be solidly in place before Kroll would feel confident about the training academy resuming?*
15. *Are there any vestiges, even subtle, of the Grossman "killology" school of police training in the academy curriculum? If so, is there an active plan to remove them?*
16. *New cadets are the people with likely the least power in the department. What measures will be taken to ensure that this training translates into long term change in the department when new cadets will be poured into an academy culture that has been built on an entirely different framing of training*

and operating. How can we have faith that the changes will be welcomed by those who have been operating in a completely different modality?

17. What will be done to ensure that 'diversity' includes people with disabilities?

18. What consideration has been given to the vetting and retraining of all current officers before having a new cadet class, so that they don't undo any positive training new cadets receive?

19. Are the Beyond Diversity/Groundwork trainings short term trainings or ongoing investments in change within the culture, and are they department-wide, or just for cadets?

20. The report indicates that Kroll found "APD reluctant to incorporate a lot of community/civilian input and distrustful of non-police personnel." Given this culture, how can community input be meaningfully incorporated if there's a culture of mistrust of civilians?

21. Why do you not include other identities when mentioning "diversity"? It is not just race or gender.

22. Other countries have police "universities" that take 1- years to complete. Any thoughts to aspiring to a model like that?

23. Will existing trainers and educators in the Academy go through a long-term retraining on the new curriculum before engaging in leading trainings again? How will their success in incorporating the training be measured?

24. What is the relationship between transforming training and making significant changes to general orders and other systems of accountability for racial profiling, violence, and other misconduct?

25. Does the academy solely train officers for APD or do smaller agencies throughout the region send cadets here, too?

26. Many of us have experienced this reluctance directly. Do you believe that accepting community input can produce better curriculum?

27. How many people that have been arrested by APD did you involve in this assessment?

28. Does the academy address the issue of officers not feeling comfortable reaching out for psychological help, out of fear of stigma/damage to career?

29. Can an assessment of the Academy truly be complete without completing all phases of the evaluation since instructors and culture play such a huge role in how the cadet class is incorporated and led into the larger department?

30. Will all the phases of your evaluation and recommendations be complete before the council makes a decision on timing for the next academy class?

31. How long will the Academy be trained in "Adult Learning" before implementing a new cadet class?

32. you speak to the lived experience with arrest, detention, and/or incarceration of any of your advisory experts?

33. Will academy curriculum reform efforts also examine how disability is treated? There is a federal lawsuit by a deaf person alleging he was mistreated.

34. How will any cultural changes within the department be measured and determined and who will be making those determinations?

35. What outreach is being done to the Austin Texas disability community to build and maintain community policing?

36. How was the time period of two weeks chosen for the program for cadets to immerse themselves into the community? How would this work logistically? how would they be immersed into community programs and organizations?

37. What is the relationship between transforming training and making significant changes to general orders and other systems of accountability for racial profiling, violence, and other misconduct?

38. Will all the community questions here be catalogued/archived for reference by the City?

39. *Will the answers to all the questions in the chat be made public?*

40. *How much time do cadets in training watch body cam footage of interactions gone wrong?*

41. *If the goal is to completely transform the impact that police are having on the community, how can we move forward if the recommendations do not yet include the perspectives of community members who have been most directly impacted by policing in this process? For example, the statement made earlier that immigration is a separate issue from policing completely ignores the impact that the threat of deportation from any arrest has on immigrant communities. I share Melissa's sentiments made above and have also spoken with many people who have experienced trauma and life altering harm from interactions with police, and not exclusively around mental health issues. System transformation significant enough to address these issues cannot even begin to happen within a period of two months.*

42. *How can a cadet class begin before the phase about accountability measures? As one community member pointed out in a Reimagining Public Safety Task Force meeting, an officer who got angry and confronted the Chief during a city council meeting would not be keeping his job, but officers who kill and maim community members have consistently kept their jobs. If cadets come into a department with this culture without changes in accountability policies, and learn from officers currently in the field, how will they get the message that these kind of interactions with the community will not be tolerated?*

43. *Given that we're reallocating funds and roles, how can a shortage of police right now be more urgent than getting the transformative change pieces in place in APD first?*

Community Feedback on Reimagining Public Safety Task Force Website

On March 16, 2021, the Reimagining Public Safety Task Force published an abbreviated list of Kroll's preliminary short-term and long-term recommendations and sought community feedback and input on those recommendations. The recommendations listed were articulated as follows:

SHORT TERM RECOMMENDATIONS

1. *Transition to a blended civilian/police academy.*
2. *Create an academy curriculum review committee that includes community members.*
3. *Formalize the process for review of videos shown at the academy.*
4. *Create a model for academy and expert community subject matter experts to teach courses together.*

LONG TERM RECOMMENDATIONS

1. *Develop strategies to enhance long term racial, ethnic, and gender diversity of academy staff and faculty.*
2. *Implement two-week community engagement program for cadets.*
3. *Provide continuous de-escalation training for cadets and current officers.*

Many of the comments submitted were once again insightful and thoughtful. Although some of the comments suggested that the commenter was unaware that the list of recommendations posted included only a small number of the total recommendations and that Kroll's assessment was still underway, most comments were positive on the recommendations provided but noted correctly that many other factors must also be considered. The following link provides all of the comments posted:

https://www.speakupaustin.org/reimaginingpublicsafety/forum_topics/apd-training-academy-recommendations

7 APD TRAINING ACADEMY – RECOMMENDATIONS

As noted in Section 5, the APD has implemented a number of changes to address issues previously raised by the City, the community, and independent consultants. The Academy has made significant strides in diversifying its leadership and instructors to better reflect the community APD serves, although it has more work to do at the instructor level. The group of leaders and instructors presently at the Academy are highly professional, passionate about what they do, and genuinely interested in making the Academy a best-in-class institution.

That said, APD historically has been reluctant to incorporate adult learning theories and modern teaching methods into much of its course content, and an even stronger reluctance to change the paramilitary nature of the Academy in any fundamental way. As noted in Section 6, the relationship between APD leadership and certain segments of the community remains tense and broken, with several community activists expressing an unwillingness even to engage with the former Chief. As with many police departments across the country, the police professionals feel like they are under constant attack and not given credit for much of the good work and public service they do, while the many and varied community voices most engaged in criminal justice and police reform efforts feel disrespected and unheard.²²⁵

But there are moves in the right direction. First, creating the Organizational Development and Training Manager (ODTM) position, so that an educational expert can review the curriculum and work with instructors to develop ways to incorporate creative adult learning strategies into the training, was a proactive, positive initiative that should pay long-term dividends. Moreover, making the new ODTM a Division Manager, if backed by leadership, will help transition the Academy into a true adult-learning educational institution. Second, the collaborative work between APD and the Community Video Review Panel, while difficult and turbulent at times, ultimately produced an excellent example of police-community collaboration that can and should form the foundation of future relationship building between APD and the citizens it serves. Kroll knows of no other academy in the United States that has evaluated its training videos for instances of bias and inappropriate content in this manner. Third, adding 30 hours of community input and participation in cadet training, and the addition of course content such as The History of Policing and Race in America to be co-taught by a locally-based subject matter expert, further demonstrate a commitment by APD to improve its community relationships and train cadets in a manner more attuned to the community policing, guardian model that the City and the community desire.

There are additional and necessary measures to be addressed in the short run, including teaching methods and incorporation of adult learning strategies, substantive course content, community engagement, input and participation, and increased use of civilian content experts. Other more fundamental issues, such as significant changes to Academy culture, philosophy, shifts in attitudinal thinking, and tackling long-term racial and gender inequities and issues of systemic racism, are matters that require a longer-term strategy and commitment. Although some improvements to culture and philosophy can be made in the short run with existing leadership, fundamental change cannot realistically be expected to happen overnight.

For these reasons, we have divided our preliminary recommendations into short-term and long-term measures, as noted below.

²²⁵ Kroll notes that former Chief Manley had expressed to Kroll a willingness to engage with the community despite resistance from some vocal community activists. Additionally, the Acknowledgement section of the Joyce James Consulting Report commended the willingness of the Chief and his command team, and other sworn and civilian staff, to engage in open and honest dialogue that her team facilitated about institutional and structural racism. This would appear to be a step in the right direction for APD to begin honestly addressing racism institutionally.

KEY RECOMMENDATIONS

7.1 Short-term Measures

To begin addressing concerns expressed by the community and the findings, analysis, and recommendations of the reports and assessments conducted to date, and based on our best practices research in Section 4 and our findings in Section 5, the following steps should be completed before the start of the 144th cadet class:

1. It is imperative that the new Division Manager have a clearly articulated mandate to lead Academy instructors in (a) incorporating adult/active learning models throughout the Academy – specifically as to the DEI-related courses examined in this report and in Dr. Ferguson’s Level I and II recommendations in his April 2021 report, and (b) implementing the recommendations of Dr. Villanueva’s Review Analysis and Strategic Plan report of May 2020, pages 10-11. While we commend APD and the City of Austin for hiring Dr. Anne Kringen as a Division Manager to replace the prior Organizational Development and Training Manager, we learned that there was significant friction between sworn Academy staff and the ODTM position this past year. APD leadership needs to make clear that Dr. Kringen speaks on behalf of leadership.
 - At the same time, APD Command staff needs to accept ultimate responsibility for implementing these recommendations and transitioning the Academy to a resiliency-based training model. This is not something that can be delegated exclusively to the Division Manager.
2. The Academy should also, as soon as practicable, hire and onboard a Training Supervisor to work with the Division Manager in updating and standardizing curriculum and support materials to better reflect adult and active learning strategies. This added position will eventually help transition the Academy to a blended civilian and police-led training academy with outside civilian instructors and APD Academy instructors teaching cadets individually or jointly as appropriate for the course content.
3. APD should expedite the procurement process to begin implementation of an automated Learning Management System (LMS) that will facilitate better organization of course materials, allow for more efficient curriculum planning (including updates and modifications) for current and future cadet classes, ensure accurate TCOLE and BPOC planning, and make it easier to transition to new instructors when staff leave the Academy. As noted by Dr. Villanueva in her May 2020 report, a reliable LMS will allow the contents of every course, including lesson plans, lecture slides, video clips, assignments, activities, exams, collaborative work, and grades, to be securely stored in one place and made accessible to anyone with the proper credentials. The use of this technology is a best practice in police training academies across the United States. APD should set as a goal full implementation of an automated LMS prior to the start of the 145th cadet class.
4. The Academy should formalize an internal review committee responsible for reviewing each instructor’s syllabi and curriculum and suggesting ways to improve each class in the Academy. (We understand that Dr. Kringen is currently forming an Academy Curriculum Review Committee for this purpose). The committee should include the new Division Manager and soon-to-be-hired Training Supervisor, along with selected Academy supervisors and instructors, and outside academic and community representation. The panel could start with reviewing and evaluating video presentations of the training that is intended to be presented to the next cadet class.

- With the assistance of the Division Manager and the Training Supervisor, and in coordination with the Commander and Academy supervisors, all course content, including courses taught by the Learned Skills Unit and Cadet Training Unit, need to be evaluated for ways to incorporate DEI content into all aspects of training. The current siloed approach, which essentially isolates DEI courses from police tactical training, should be modified to ensure consistency of messaging and a fundamental emphasis on the humanity and complexity of the citizens APD serves and protects. “Checking the box” once a course is completed needs to be resisted. Teaching about multiculturalism and the importance of community relations in week one will be undermined if we then train “warriors” to counter all threats in later weeks. All courses should be reinforced, formally and informally, throughout the cadet training program.
 - Cadets must be thoroughly and effectively trained on all proper defensive tactics, arrest and control techniques, crowd control, and so on. But the messaging throughout the Academy needs to consistently emphasize the ethical responsibilities of policing, teach a sensitivity to legitimate community fears that are based in history, and recognize the complexity and nuance of the human beings that cadets will interact with daily. Cadets must understand that more than 95% of day-to-day policing is more akin to social services than policing. The single most important skill that a police officer can develop is the ability to effectively interact with and relate to a diverse community of people in ways that are honest, authentic, and transparent. Implicit messages, whether from training videos or course content, suggesting that certain people or neighborhoods are more “dangerous” than others, must be resisted and countered.
- 5. APD should put in place a formal process to continue a community review of police training videos that were not reviewed previously by the recently concluded Community Video Review Panel. Once a process is formalized, ongoing consultation should occur between APD and the community panel concerning any new training videos proposed for use in future training courses to ensure that full community input is embedded into Academy planning and implemented in training. It is important, however, that videos are reviewed in the context in which they are to be taught, and not in isolation. To accomplish this, the panel must have the benefit of one or more instructors to explain how the video is intended to be used and in what context.
- 6. “Will-to-Win” (previously known colloquially as “Fight Day”) should become a highly-regulated “Self-Defense” exercise near the end of Academy training, after cadets have been properly taught and tested on all appropriate defensive tactics, hand-to-hand encounters, and similar tactics.²²⁶ This “Self-Defense” session should be video recorded (for internal review only) to ensure that appropriate levels of force are being used by the assigned instructor according to Academy protocols. We understand and agree with the need to prepare cadets for aggressive and hostile encounters, but “Will-to-Win” sends a message that implicitly affirms the “us vs. them” mentality that must be eliminated. It is one thing to properly prepare cadets for certain types of encounters and giving them the tools to protect themselves, but another thing to message that the object in hostile encounters with a member of the public is to “win” – which implies that someone must “lose.” Officers must be trained on how to properly protect themselves and others, but proper messaging is crucial to ensure that the training exercise does not overtake the fundamental purpose of policing.

²²⁶ APD leadership informed Kroll on February 3, 2021, that this recommendation will be implemented.

- Kroll recommends a defensive tactics program that has cadets learn the basic skills starting early in the Academy, where cadets work with instructors and other cadets to learn proper defensive tactics before they are tested near the end of training, either with a controlled/supervised period of time in a ring or other scenario-based training. This will assist in team building and allow cadets to learn and build the skills to succeed.
 - APD spends hundreds of thousands of dollars to recruit and conduct background investigations of cadets. Accordingly, every effort should be made to have cadets succeed by giving them the tools to do so. To reduce injuries, self-defense testing and challenges should occur after fitness training when recruits are warmed up and stretched out.
 - Ensuring use of the phrases “defending oneself” and “self-defense” will also help address the “warrior vs. guardian” issue.
- 7. The use of the sandpit and having cadets carry sandbags as punishment for “messing up” should also be modified or eliminated.²²⁷ The shift from stress reaction training to team-building exercises is a positive development; team-building exercises are important and necessary, as are physical fitness and conditioning. We understand that there is a certain level of physical and psychological stress associated with policing and with training. But the old-school manner of incessantly yelling and screaming at cadets, and other humiliation tactics, serve little purpose other than to instill a military-like, bootcamp atmosphere that is counterproductive to preparing officers to serve as guardians of the community.
- 8. The Academy should expand its physical fitness training to a daily regimen and this training should be separated from all academic content – except for physical training associated with self-defense and other defensive tactics.
 - Physical fitness, team building, and applying stressful situations to cadets should be completely separated from any academic training. Having cadets do extra pushups, sit-ups, and other exercises while properly attired in athletic gear during formalized physical training programs (when cadets have properly stretched and warmed up) will reduce injuries. The academic learning environment should be free of physical and unnecessary psychological stress. The rigors of learning coursework are stressful enough. Instead of carrying around sandbags for mistakes or shortcomings, for example, cadets could be required to write an administrative report about their failure and how they plan to address it. This will incentivize cadets to correct their mistakes while helping develop the skill most officers will spend considerable time doing throughout their careers (writing reports), while also documenting a non-subjective review of the cadet’s progress.
- 9. As part of its community engagement programming, the Academy should proactively reach out to a wide variety of community leaders and activists who are willing to work productively with APD in presenting genuine community perspectives and concerns about public safety. This should include some of the department’s harshest critics and other community voices with which APD has not traditionally engaged in active dialogue. This sort of community participation can be a mutually beneficial exercise that begins to slowly break down barriers of communication and enhance the learning experiences of the cadets. It is important to include the voices of some of the department’s harshest critics among the invited participants in this programming.

²²⁷ APD leadership informed Kroll on February 3, 2021, that this recommendation will be implemented.

10. To its credit, the Academy has scheduled “The History of Police and Race in America” that includes a specific focus on Austin into the 144th cadet class curriculum and is in the process of arranging for a locally based subject matter expert to co-teach the course with an African American APD sergeant. APD should ensure that the course covers the content outlined in the OPO-approved curriculum and is reinforced in other courses throughout the Academy.
11. The Academy should explore ways to implement additional community outreach and immersion strategies, such as having cadets spend time in a food pantry or homeless shelter, attend community meetings out in the neighborhoods, meet with local community leaders, and spend time visiting mental health and substance abuse programs.
12. The Academy should thoroughly review all other DEI-related courses and determine which may benefit from an outside, more academically oriented civilian content expert or a community perspective. Most of the DEI courses can be taught more effectively pursuant to a co-facilitation model that includes input and perspectives of civilian instructors or community members in the design and delivery of the training. These courses should be co-taught by APD instructors in cooperation with appropriate subject matter academic experts or community allies who can provide direct community examples, round out perspectives, and foster valuable community partnerships. It is important that the people presenting in these courses have credibility with both the community and law enforcement.
13. APD should tap into the resources of its existing officer base to temporarily assign some diverse officers of exceptional skills to assist with Academy instruction, particularly in courses where a diverse perspective would be beneficial and worthwhile (one of the recurring criticisms of the cadet surveys conducted by Dr. Ferguson was that the Academy often had non-diverse instructors teaching classes like multiculturalism and cultural diversity). For example, there is currently a diverse pool of officers in the Recruiting Unit who know and have existing relationships with cadets and who, with some additional training, could potentially supplement training staff and enhance the diversity of instructors teaching these courses.
 - Academy instructor recruitment could also be expanded to target experienced instructors from other police departments and talented individuals from local community organizations. Emphasis should also be placed on recruiting women, members of ethnic minority groups, and other underrepresented populations. This would help the Academy assemble a faculty that better resembles the demographic background of cadets and the diverse community the APD serves.²²⁸
14. The Academy should incorporate anti-racism and cultural diversity training into the Academy curriculum and as part of annual training for Academy instructors and supervisors (and eventually all officers). There are several valuable workshops and programs that could be utilized, including Beyond Diversity by Dr. Glenn Singleton and the Groundwater Analysis training workshop by Joyce James Consulting LLC that some APD leadership and Academy staff attended in 2020.
15. The Academy should reinstitute the practice of following-up with a cadet who leaves the Academy for any reason. The recruiter who had developed the relationship with the cadet might be able to identify an opportunity for the cadet to return to the Academy in a later class if circumstances allow. It also provides an opportunity for feedback to identify any changes needed in the training or recruiting process to ensure future success.

²²⁸ Dr. Miguel Ferguson, Austin Police Department Training Academy Curriculum Review (April 5, 2021), 8.

16. The Academy should develop a mentorship program for all cadets, especially recruits of color, that will provide additional support for cadets and help them succeed at the Academy. These efforts would assist Commander Johnson with her stated desire to see Academy staff become more supportive and encouraging in helping all cadets succeed.
17. The Academy should revise the lesson plans and course content addressed in our review and recommendations of courses related to cultural competency training on pages 55 to 66 of this report, as well as the related Level I and II suggestions contained in Dr. Ferguson's curriculum review report of April 5, 2021.
18. The City should require an ongoing, independent review of the Academy by an outside evaluator once the 144th Academy class begins to ensure implementation of the above recommendations and to help ensure that further adjustments and improvements are made moving forward.
 - Kroll understands that many would like to see a completely revised training program that has addressed all issues before another class starts. We caution, however, that until instructors are actively training recruits, it will be difficult to fully assess whether the changes and recommendations currently being made or adopted are sufficient.

7.2 Long-Term Measures

To address some of the cultural and attitudinal concerns expressed by the community leaders we spoke with, and as outlined in the Community Video Review Panel report, Equity Assessment report, and the other consultant reports addressing APD training, we recommend the following:

1. To build on the positive collaboration between APD and the community in evaluating for bias and other inappropriate content in APD's training videos, APD and the City should consider working with a professional media literacy educator to help develop effective teaching videos moving forward that will have positive effects on knowledge, perceived realism, behavioral beliefs, attitudes, self-efficacy, and behavior. While it's one thing to analyze what one sees and hears, it's another thing to develop effective teaching videos as tools to undo ingrained bias, worldviews and attitudes that we all are born into, and how we have come to "interpret" living realities. It will take real knowledge and skills to overturn what is so embedded in the recruits that come to the Academy. This will be true regardless of race, gender, or class status.
2. APD should develop an intentional strategy to further enhance the long-term diversity of Academy staff, including at the Instructor level, to increase the number of African American, Hispanic/Latinx, Asian/Pacific Islander, and female instructors assigned to the Academy prior to the start of the 145th Academy.
3. Academy class schedules should be revised to eliminate 40-hour blocks of course content to such things as Penal Code, Traffic Code, and Arrest Search and Seizure. These courses should be spread out over the length of the Academy, so that no more than two to four hours per day, three days a week are devoted to these important, but often dry and legally important subjects. Cadets need the opportunity to study and absorb the material that is taught, with an opportunity to ask questions and be tested in a progressive, cumulative manner. A revised schedule would also help combine the different course learning objectives into scenario training, which can prepare officers to apply their knowledge to patrol duties on the street. This type of training schedule has been used by numerous academies successfully to increase cadet graduation rates in Boston and other locations.

4. Based on Kroll's initial review, we have learned that the physical fitness requirements at hire may not be predictive of the physical fitness requirements in the Academy, and the physical fitness requirements in the Academy may not positively correlate with the physical fitness requirements of police officers post-graduation. For example, we have been told that many female applicants pass the initial physical fitness test and many African American male applicants fail the initial physical fitness test, yet both of these groups seem to struggle with the physical fitness requirements at the Academy. We also understand that there are essentially no physical fitness requirements of police officers once they have graduated from the Academy. As such, further analysis and adjustments of these relationships are required to ensure that pre-Academy, Academy, and post-Academy physical fitness standards are consistent with successful job performance. These potential inconsistencies lend further credence to Kroll's suggestions about physical training requirements and sequencing at the Academy, although this will only partially address questions about the physical fitness required by APD.
5. The Academy should develop a properly credentialed and supervised program to allow for all cadets, as part of a two-week orientation program prior to officially starting at the Academy, to immerse themselves into community programs and organizations as "neighborhood liaison officers" for APD district representatives.
6. Although we understand that the ICAT training has been adopted by the department as required in-service training for all sworn personnel, APD should require ICAT or other effective de-escalation training as part of mandatory in-service "refresher" training every two years. Departments that have widely adopted and implemented ICAT in other parts of the country have seen a marked decrease in use-of-force incidents.
 - Up-to-date de-escalation training needs to be delivered department wide, reinforced through use-of-force policy, supported by field supervisors, and included as a component of use-of-force reviews. Without a holistic approach, training in the academy will be "undone" once cadets graduate and are in the field.
 - We also recognize the importance of the Community Video Review Panel (Panel) recommendations to this training. Some of the videos used in the Academy's existing ICAT training were offensive to the community because it reinforced stereotypes involving Black women and communities of color overall. PERF emphasizes that ICAT training is flexible and adaptable, encouraging that agencies be creative in how they incorporate the training modules into new or existing programs on de-escalation, tactical communication, or crisis intervention. Many agencies use different videos and scenarios that better fit within their organizational and community context. These videos could easily be changed without losing any training content.
 - The ICAT training provides comprehensive instruction on critical thinking, crisis recognition, tactical communications, continual assessment, and scenario-based training. As the Academy is in the process of implementing the Panel's recommendations regarding use-of-force videos, once there is a consensus among the Panel that the videos used are gender and racially appropriate, it will enhance the existing ICAT curriculum and provide an appropriate equity lens to APD officers during de-escalation training.
7. To promote instructor wellness and avoid burnout, low morale, and reduced job performance, there needs to be some recovery time built into the intervening period between cadet classes. We recognize police departments always strive to reach their complement of newly sworn officers, but

it is important to be mindful that instructors have little downtime from teaching between the end of one cadet class and the beginning of another (see Dr. Villanueva report, page 9).

8. Whereas studies have shown the effectiveness of procedural justice training programs (see Section 4, pages 17-18), APD should develop additional content to further emphasize the importance of procedural justice in its training. While the History of Police and Race in America covers historical abuses that have undermined public legitimacy, and while Professionalism and Ethics and Fair and Impartial Policing teach principles related to procedural justice, the Academy should consider covering these concepts in further detail, either by developing a separate course or adopting one already proven successful, like the Chicago Police Department's procedural justice training program.
9. While Kroll's analysis of APD's CIT training acknowledges the department's effort and successes in addressing concerns of inadequate responses to behavioral and mental health crises, APD should collaborate more extensively with outside mental health advocacy and treatment organizations to ensure a more holistic approach to mental health responses and allow responses to crises that do not involve law enforcement, whenever possible. Moreover, pursuant to the recommendations in the 2018 Office of the City Auditor Report,²²⁹ the Meadows Institute Report,²³⁰ and the University of Texas Report,²³¹ Academy training should increase its emphasis on reducing stigma of mental illness among officers and require regular refresher courses on CIT principles.
10. APD's General Orders on Duty to Intervene covers some basic tenets of peer or bystander intervention requirements. However, APD should continue research into effective peer intervention training programs like Ethical Policing is Courageous (EPIC) and Project ABLE (see Section 4, pages 24-25), and consider adopting these or similar programs to place a more thorough emphasis on the importance of dismantling 'the blue wall of silence'.
11. Whereas police training research has increasingly noted the importance of cognitive decision-making, emotional intelligence and regulation, and effective social interaction skills, Academy leadership should continue to research ways in which these topics can be covered in the Academy curriculum. We recognize that the Academy is already taking steps towards this end, investing in leadership training using emotional intelligence and updating psychological assessments according to up-to-date best practices.

FTO Program Recommendations: The following recommendations will serve to strengthen the FTO Program and address several of the concerns raised by the City of Austin and the community.

12. APD and the Academy should consider ways to incorporate current Academy instructors into the Field Training Officer (FTO) program for new officers. A common problem in many police departments is that, once certain practices are taught in the Academy, the new officer learns a "different way" of doing things on the street. This undermines what is taught at the Academy and compromises an academy's efforts in staying up to date with best practices and any positive reform measures implemented at the cadet training level.
13. To highlight the importance of the FTO Program and encourage the best candidates, additional incentives should be provided for participation as an FTO. Although officers who serve as FTOs

²²⁹ Office of City Auditor, "APD Response to Mental Health-Related Incidents".

²³⁰ The Meadows Mental Health Policy Institute for Texas, "Recommendations for First Responder Mental Health Calls for Service".

²³¹ University Texas School of Law Human Rights Clinic, "Human Rights Framework Regarding Austin Police Department Mental Health-Related Shootings".

are provided incentive pay for their service, the program should also include other incentives, such as special uniform insignias, administrative leave days, and priority when it comes to selection for training opportunities.

14. The APD Field Training Officer Standard Operating Procedure should be amended to require the Field Training Program Coordinator and Academy staff to conduct focus groups with randomly selected trainee officers midway through the field-training cycle, as well as upon completion of field training and again six months after completion of the field training program, to determine the extent to which the Academy instructors and curriculum prepared the new officers for their duties. The focus groups should be designed to elicit issues encountered in the FTO program and to ensure that inconsistencies in training are identified and rectified.
 - Example of Focus Group Session Finding: *During X focus group session, the trainees found issues/no issues or discrepancies between Academy training and their FTO training. Trainees suggested that the training program should include more use of force option scenarios, as well as a new scenario where the trainee completes the entire call, including detention, report, stop data, and use of force report.*
15. Consistency of Training: The results of the above-noted focus group sessions should be reviewed at a meeting to include the Training Division Commander, the FTO Program Coordinator, and the affected Deputy Chief. If it is determined that there are any substantial discrepancies between what is taught in the Academy and what is taught in the FTO program, a determination should be made as to which is correct, and either the Training Academy or the FTO program should make the necessary changes so that the desired training information is consistent. If the discrepancies appear to be the result of one or more individual FTOs, rather than the FTO program, the review group should determine whether the discrepancies are serious enough to warrant removal of that officer or officers from the FTO program. The results of the meeting of this review group should be documented and the information provided to the Chief of Police.
16. Recruiting and Re-commissioning Combat Veterans: APD should develop a protocol for psychological debriefings that address issues faced by combat veterans returning from military deployments to help reintegrate them into their law enforcement duties. Additionally, the strategies and resources employed should be extended to recruits that were recently discharged from the military to assess their mental health suitability for police employment prior to an appointment to the Academy. These resources should be used to assist military veterans' transition from military deployment to civilian law enforcement duties and help reprogram them concerning the proper use of equipment and tactics in domestic, community policing environments. The International Association of Chiefs of Police, in collaboration with the Bureau of Justice Assistance, U.S. Department of Justice, has published a *Law Enforcement Leader's Guide on Combat Veterans: A Transition Guide for Veterans Beginning or Transitioning to Careers in Law Enforcement*, which is a helpful resource for law enforcement leaders.²³²

²³² https://www.theiacp.org/sites/default/files/2018-08/LeadersGuide_300dpi.pdf

8 APD IMPLEMENTATION / ACTION PLAN

On February 16, 2021, Kroll shared with the City and APD a set of preliminary findings and recommendations concerning our assessment of the APD Training Academy. Kroll's recommendations included a set of short-term and long-term recommendations, with the short-term recommendations to be implemented in time for the 144th cadet class. It was understood that the long-term recommendations would require additional time to implement, although they should all be achievable, or nearly so, by the start of the 145th cadet class.

The recommendations reviewed by APD in February, and presented to City Council on March 2, 2021, are largely the same as those outlined in Section 7 of this report. We have since added a short-term recommendation (number 17 concerning revising and updating Academy curricula on cultural competency training consistent with our comments on pages 55 to 66) and some additional long-term recommendations needed to (1) enhance the Field Training Officer Program and (2) close perceived gaps between Academy operations and national best practices in police training described in Section 4 of this report.

To its credit, APD leadership agreed to implement all of Kroll's recommendations. Meanwhile, Academy staff has worked diligently to begin implementing the recommendations. This has required substantial re-working of the course schedule for the 144th cadet class, which prior to Kroll's review was a planned 26-week training program that eliminated all but what APD deemed essential content to meet state mandated certification requirements and to train cadets on important tactics. The revised schedule details a 34-week program, which includes a two-week community immersion orientation program and 32 weeks of Academy training.

As a result, the planned Academy training program for the 144th cadet class now includes (1) 30 additional hours of community engagement programming (for a total of 37 hours), (2) a two-week community immersion orientation program, (3) a full day of Groundwater Analysis Racial Equity training for both Academy staff (prior to the start of classes) and cadets (as part of Academy curriculum), (4) a newly designed 8-hour course on the history of police and race in America to be co-taught with a local academic subject-matter expert, (5) near daily physical fitness training, (6) fewer week-long blocks of technical course content that will allow for more effective implementation of adult learning strategies, and (7) a formalized process of community input into, and academic civilian oversight of, training content and techniques to ensure that issues of racial equity and procedural justice are paramount considerations in all aspects of cadet training.

The below chart summarizes our present assessment of APD's efforts to implement and incorporate short-term recommendations prior to the start of the 144th cadet class, and APD's action plan and proposed timeline for implementing all recommendations (short-term and long-term) moving forward.

#	Short-Term Recommendations	APD Responses / Action Plan
1.	Provide the new Division Manager with sufficient authority and the backing of APD leadership to implement and incorporate adult and active learning models into Academy instruction and to implement recommendations on pages 10-11 of Dr. Villanueva's Review Analysis and Strategic Plan.	<i>Completed.</i> APD hired and onboarded Dr. Anne Kringen on March 15, 2021, and made her a Division Manager, a civilian equivalent to Commander. This was affirmed by Interim Chief Joseph Chacon and Assistant Chief James Mason on March 30, 2021 at a meeting with Academy staff. Dr. Kringen is currently working with instructors to update curriculum to include active learning strategies and content, with a plan to complete all updates before the start of the 144 th cadet class. Dr. Kringen will report any issues directly to Executive Staff.
2.	Hire a Training Supervisor to assist the Division Manager in updating and standardizing curriculum according to the adult and active learning models.	<i>In progress.</i> Reclassification from a Training Specialist to a Training Supervisor was approved and finalized during the first week of April. APD has since posted the position and received 10 applications to date.
3.	Procure and implement an automated Learning Management System (LMS) by the start of the 145 th cadet class.	<i>In progress.</i> Two vendors for LMS have been selected and are currently being evaluated by APD. A second round of demonstrations will be conducted by mid-April, after which a final contract will be negotiated. APD expects full implementation of an automated LMS by October 2021, prior to the start of the 145 th cadet class.
4.	<p>Create an internal curriculum review committee to evaluate current syllabi and curriculum for each class.</p> <p>a. Evaluate for ways to incorporate DEI content into all aspects of training.</p> <p>b. Ensure that messaging throughout Academy training consistently emphasizes the ethical responsibilities of policing and a sensitivity to community concerns.</p>	<p><i>In progress.</i> Dr. Kringen is establishing an Academy Curriculum Review Committee and has provided Kroll with a preliminary list of committee members. The current list of confirmed and potential members includes two APD sworn personnel, two representatives from local academic institutions, one or two staff members of Victim Services, three community representatives, and one or two members of the Community Video Review Panel.</p> <p>The Division Manager is currently reviewing curriculum for DEI content inclusion. All classes will be reviewed prior to the start of the Academy, with a completion due date of May 31, 2021.</p>
5.	Establish and formalize a process to continue the work of the Community Video Review Panel (Panel) to allow for regular community review and input into police training videos that were not reviewed previously.	<p><i>In progress.</i> All videos flagged by the previous Panel are in the process of being replaced if an alternative is available. Where replacement videos have not been identified, Dr. Kringen has been provided the authority to replace such instruction by other adult learning means.</p> <p>The previous Panel met with Dr. Kringen on March 31, 2021. Next steps included introducing Dr. Scott Bowman, who has agreed to serve as a new member, and finalizing committee members that want to stay on. The second Panel meeting occurred on April 20, 2021. The new Panel will meet regularly thereafter pursuant to the formal process. A panel member is also scheduled to meet with Academy instructors on April 28, 2021, to better understand staff perspectives.</p>

6.	<p>Replace “Will-to-Win” with a “Self-Defense” exercise near the end of Academy training.</p> <p>a. Institute a defensive tactics program early in the Academy that teaches cadets proper defensive tactics before they are tested in aggressive fight scenarios.</p> <p>b. Testing and challenges should occur after Physical Training when recruits are warmed up and stretched out to reduce injuries.</p>	<p><i>Approved (to be evaluated).</i> “Will-to-Win” has been replaced by a “Self Defense” exercise that will occur after cadets have been fully exposed to defensive tactics instruction. The current schedule shows this exercise occurring in week 23.</p> <p>Cadets will have previously received training in all aspects of defensive tactics, as well as communication, de-escalation, and community engagement. The lesson plan will be reviewed by mid-April to ensure proper implementation of this exercise.</p> <p>APD will ensure to emphasize “defending oneself” and “self-defense” to address the “warrior vs. guardian” issue and will ensure that cadets are properly warmed up and stretched to reduce potential injuries. The course curriculum will be reviewed to ensure messaging is consistent throughout.</p>
7.	<p>Modify or eliminate sandpit and sandbag exercises and other military-style punishments.</p>	<p><i>Completed.</i> This practice has been eliminated as of Feb. 1, 2021, per instruction of APD leadership.</p>
8.	<p>Expand physical fitness training to a daily regimen and ensure that physical fitness, team building exercises, and other physically and psychologically stressful exercises are completely separated from academic, classroom-based training.</p>	<p><i>Approved in part (to be evaluated).</i> APD has agreed to separate academic training from physical fitness, team building and other physically and psychologically stressful training exercises, and to place all physical fitness activities on the calendar. APD has incorporated daily PT into the calendar for the first 12 weeks of Academy training and scheduled PT for 3 times per week in the remaining 18 weeks of training.</p>
9.	<p>Proactively reach out to community leaders, activists, and critics who are willing to work productively with APD to present genuine community perspectives and concerns about public safety as part of Academy training and community engagement programming.</p>	<p><i>In progress (insufficient at present).</i> Academy staff, with the help of OPO, has identified a preliminary list of community groups that they believe could assist in this effort. Dr. Kringen has worked with Academy staff to proactively research potential community partners, identify points of contact within each organization, and reach out to the various points of contact by email. Starting on April 19, 2021, Academy staff began evaluating responses from each organization to determine willingness to participate and potential topics of discussion that can provide added perspective to cadet training or existing course content. APD plans to have the individuals/groups identified by the first week of May.</p>
10.	<p>Ensure “The History of Police and Race in America” course covers the content outlined in the OPO-approved curriculum, and that this and other DEI-related content is reinforced throughout the Academy.</p>	<p><i>In progress.</i> The “History of Police and Race in America” has been added to the curriculum and discussions are ongoing to finalize arrangements for a local academic expert to co-teach the class. The Division Manager and Academy Curriculum Review Committee will review other courses to ensure the information taught is reinforced throughout the Academy. This review is to be completed by May 31, 2021.</p>
11.	<p>Implement additional community outreach and immersion strategies.</p>	<p><i>Approved.</i> APD has added 30 hours of scheduled time to focus on community engagement programming, including outside speakers from community organizations. APD also plans to have</p>

		cadets spend time in a pre-academy environment working directly with Recruiting and District Representatives to meet this recommendation for the 144 th Academy, in partnership with community leaders and organizations. The program will be finalized by May 31, 2021.
12.	Thoroughly review all other DEI-related courses to determine which courses can be effectively co-taught by an outside civilian or academic content expert with an APD instructor.	<i>In progress.</i> APD is working with the Equity Office and APD's Equity Manager on several areas of the Recruiting and Academy process. Dr. Kringen is working with Meme Styles of Measure to create a data course with APD's research and planning team. Other academics have been consulted to co-teach. These steps should be finalized by May 31, 2021.
13.	Use existing officer base to temporarily assign diverse officers of exceptional skills to assist with Academy instruction to increase diversity of Academy staff.	<i>On-going.</i> The Academy has reached out to the different affinity groups to help recruit qualified and diverse officers to fill the vacant positions as they occur. This will be an on-going process and positions will be filled as they become vacant. APD has agreed to utilize adjunct instructors to increase the diversity of current instructors.
14.	Incorporate anti-racism and cultural diversity training and workshops into the Academy curriculum.	<i>Approved.</i> APD has confirmed with Joyce James Consulting LLC that the Groundwater Analysis training workshop will receive TCOLE credit for Cultural Awareness. The contract includes training for the training staff, cadets, and all APD sworn and civilian staff. OPO is working with the Equity Office and APD to ensure that Academy staff takes the workshop prior to the start of the 144 th cadet class.
15.	Reinstitute practice of following-up with a cadet who leaves the Academy for any reason.	<i>Approved.</i> APD has indicated that this practice shall become part of standard operating procedure. Dr. Kringen is reviewing the previous practice and reworking the exit interview process. Completion expected by May 1, 2021.
16.	Develop a mentorship program for all cadets, especially recruits of color.	<i>In progress.</i> A Women's Mentoring Group has been established and Dr. Kringen and staff are currently evaluating the lessons learned from this group, along with input from affinity groups, to determine how best to proceed with additional mentoring opportunities. APD plans to work with Joyce James Consulting to build a comprehensive mentoring program for all cadets.
17.	Revise the lesson plans and course content addressed in our review and recommendations of courses related to cultural competency training on pages 55 to 66 of this report, as well as the related Level I and II suggestions contained in Dr. Ferguson's curriculum review report of April 5, 2021.	<i>Pending Consideration.</i> Dr. Kringen is currently working with instructors to update Academy curriculum to include Kroll's recommendations (and the recommendations of Dr. Ferguson supported by Kroll). As of April 15, 2021, all 68 classes within the Cadet Training Unit have been evaluated under Phase 1, including incorporating an active learning activity in each lesson plan. All updates will be completed before the start of the 144 th cadet class.
18.	Require an ongoing, independent review of the Academy by an outside evaluator once the 144 th cadet class begins to ensure implementation of the short-term recommendations	<i>In progress.</i> APD is working with the City Manager's Office to implement this recommendation.

#	Long-Term Recommendations	APD Responses / Action Plan
1.	Consider hiring a renowned national leader in “media literacy” to help develop effective teaching videos that have positive effects on knowledge, perceived realism, behavioral beliefs, attitudes, self-efficacy, and behavior.	<i>Pending.</i> The Division Manager has been tasked with implementing a roadmap for this recommendation. She first needs to discuss internally to understand the CMO’s expectations and budget.
2.	Develop an intentional strategy to further enhance the long-term diversity of Academy staff, including at the Instructor level.	<i>On-going.</i> The Academy has already instituted several measures, including reaching out to the different affinity groups to help recruit qualified and diverse officers to fill vacant positions as they occur. This will be an on-going process and positions will be filled as they become vacant. Meanwhile, APD plans to utilize adjunct instructors as needed to increase the diversity of current instructors.
3.	Revise Academy class schedules by eliminating 40-hour blocks of dry but legally important course content for such things as Penal Code, Traffic Code, and Arrest Search and Seizure, as these courses should be spread out over the length of the Academy (no more than two to four hours per day, three days a week).	APD has split up Penal Code and Traffic Code for the planned 144th cadet class. At this time, the instructors do not believe that Arrest Search and Seizure should be split up. APD will closely monitor test scores to ensure that the cadets are effectively retaining their knowledge of Penal Code and Traffic Code.
4.	Further analyze the relationships between pre-Academy, Academy, and post-Academy physical fitness standards to ensure they are consistent with successful job performance.	<i>Pending.</i> TCOLE does not have any physical fitness standards post-graduation. For the past two legislative sessions, bills have been introduced with little success to set standards for officers (post-graduation). APD has been working for the past several years to set a baseline for physical fitness and will continue to move this project forward.
5.	Consider developing a properly credentialed and supervised program to allow for all cadets, as part of a two-week orientation program prior to the Academy, to immerse themselves into community programs and organizations as “neighborhood liaison officers” for APD district representatives.	<i>In progress.</i> APD plans to incorporate a Community Connect plan beginning with the 144 th Academy. The proposed plan will have cadets spend time in a pre-academy environment working in the community directly with Recruiting and District Representatives to fulfill this expectation and bring depth to the Academy experience. Further adjustments will be made if needed for future cadet classes.
6.	Require ICAT or other effective de-escalation training as part of mandatory in-service “refresher” training every two years. a. Reinforce training through use-of-force policy, ensure support of field supervisors, and include as a component of use-of-force reviews. b. Modify the videos shown in ICAT training to be consistent with Community Video Review Panel recommendations.	<i>Completed.</i> APD considers de-escalation one of the golden threads through which all Academy training is incorporated. This item has been completed; but it will continue to be a focus area of all future curricula reviews. In addition, the department plans to ensure de-escalation training is built into the mandatory in-service training. Before videos are used in de-escalation training, APD will make sure that they have been reviewed by the Community Video Review Panel.
7.	Build recovery time into the intervening period between cadet classes to promote instructor wellness and avoid burnout, low morale, and reduced job performance.	<i>In progress.</i> APD is working towards a schedule that allows sufficient time for academy trainers to refresh and not be overloaded with back-to-back classes.

8.	Develop additional content to further emphasize the importance of procedural justice in Academy training; consider developing either a separate course or adopting one already proven successful, like the course developed by the Chicago Police Department.	<i>Under consideration.</i> Through the History of Police and Race in America, the Academy covers the past actions of police that have undermined public legitimacy (which is part of the Chicago procedural justice course). APD plans to look further into covering the concepts of procedural justice as part of this course, the Fair and Impartial Policing course, or by developing a separate course for future classes.
9.	Build additional collaborations with outside mental health advocacy and treatment organizations beyond CIT training, and consider placing a greater emphasis on reducing stigma of mental health among officers either through CIT training or additional courses.	<i>Under consideration.</i> APD is in contact with members of the Baltimore Police Department (BPD), whose Collaborative Planning and Implementation Committee (CPIC) has worked to form relationships between BPD's training department and various behavioral health entities. APD plans to reach out to various stakeholders in Austin related to behavioral health for potential future collaboration.
10.	Continue research into effective peer intervention training programs like Ethical Policing is Courageous (EPIC) and Project ABLE, and consider adopting these or similar programs.	<i>Under consideration.</i> Currently, some of the basic information related to peer intervention is part of APD's General Orders on Duty to Intervene. However, APD understands from research into ABLE that the duty to intervene may not cover how officers can intervene. In the short term, APD is working with Proactive Alliance training, which includes a component of bystander training; instructors will receive the training in June 2021. Given the commitment to the 10 ABLE Standards and the need for restrict class instruction to 25 individuals or less, APD is continuing its research into the feasibility of this training for the department.
11.	Continue to research ways in which cognitive decision-making, emotional intelligence and regulation, and effective social interaction skills can be covered in Academy curriculum.	<i>Under consideration.</i> APD is investing in leadership training that uses concepts in emotional intelligence. Additionally, the department has updated its psychological testing platform to the newest version of the Minnesota Multiphasic Personality Inventory (MMPI)-3 as the standard psychological assessment tool for recruits. APD will continue to investigate and research exactly how to integrate these concepts into the basic Academy curriculum or the continuing education of officers' post-graduation.
12.	Consider ways to incorporate current Academy instructors into the Field Training Officer (FTO) program for new officers.	<i>On-going.</i> FTOs are required to attend annual refresher training at the Academy to remain current and up to date with respect to what is being taught in the Academy. The Academy has an FTO Liaison who works directly with FTO's in the field. Instructors are required to ride out in the field once a quarter to ensure that Academy training is in line with patrol operations and the FTO program.
13.	Provide additional incentives for participation as an FTO to encourage the best candidates.	<i>Pending consideration</i>
14.	Amend FTO Standard Operating Procedures to require the FTO Coordinator and Academy staff to conduct focus groups with randomly selected trainee officers midway through the field-training cycle, upon completion of field training, and six months after	<i>Pending consideration</i>

	completion to determine the extent to which the Academy prepares new officers for their duties.	
15.	Review the results of the above-noted focus group sessions with the Training Division Commander, the FTO Program Coordinator, and the affected Deputy Chief to ensure consistency between lessons from the Academy and lessons learned in the FTO program; document results and provide information to the Chief of Police.	<i>Pending consideration</i>
16.	Develop a protocol for psychological debriefings of APD combat veterans returning from military deployments to help reintegrate them back into law enforcement duties; assess recently discharged individuals' mental health suitability for police employment and assist military veteran recruits' transition from military deployment to civilian law enforcement.	<i>Pending consideration</i>

9 CONCLUSION

It is not possible to achieve perfection in policing or police training. The Austin Police Department and the APD Training Academy are human institutions, so building a long-term system of internal and external review of training methods and Academy effectiveness is essential to institutionalizing the search for excellence. Training police officers to become community-oriented, empathetic, compassionate, and resilient guardians of the public in a dynamic and diverse city, while promoting officer health and wellness, is a constantly evolving process. For this reason, police academies should be in a constant state of review and improvement. As noted in the CCJ Task Force:

Even if training programs are grounded in research and have been proven effective, training alone is not sufficient to prepare officers to police in a respectful, constitutional manner that comports with agency policies and prioritizes the preservation of life. Training should be accompanied by clear, detailed written policies and buttressed by engaged supervisors who model practices in accordance with training principles and agency policy – and hold officers accountable when they are out of compliance.²³³

The recommendations outlined in this report are intended to be a springboard from which APD can continue to make a good department even better, one more attuned to the pulse of the Austin community and the demands of policing a diverse, vibrant, and progressive city in 2021. The old way of doing things no longer works. Genuine police reform is needed throughout the United States. It all starts with training.

Based on APD's efforts to date in implementing Kroll's short-term recommendations—as outlined in Section 8 of this report—and with the plans set forth by the Division Manager for achieving all short-term recommendations by May 31, 2021, we believe that a state of readiness for the 144th cadet class is achievable by this summer, or whenever reasonable as determined by the City Council and City Manager's Office. Although how effectively the Academy implements the recommendations outlined in this report will need to be independently evaluated once the Academy is up and running, there is no current reason to believe that this cannot be accomplished with the continued effort of APD leadership and Academy staff. Ultimately, the hard work of establishing a long-term foundation for a resiliency-based, guardian-centric, community-oriented police department has only begun.

²³³ <https://counciloncj.foleon.com/policing/assessing-the-evidence/iv-effectiveness-of-police-training/>

10 APPENDIX

10.1 Kroll Project Team



John R. “Rick” Brown is a former Lieutenant Colonel and Deputy Commissioner for Administration and Professional Responsibility of the Pennsylvania State Police (PSP). During his 29-year tenure, Brown oversaw the PSP’s reform and accountability efforts in the areas of misconduct, sexual harassment, use of force, and early intervention/risk management initiatives. He developed the PSP’s Equal Employment Opportunity Office’s statewide liaison program and had oversight of citizen complaints that alleged discrimination or disparate treatment. Brown also oversaw the PSP’s five-year Police-Citizen Contact Project, which utilized applied research techniques to assess the extent to which PSP officers engaged in racial or biased-based policing. Brown subsequently oversaw the implementation of proactive training and operational strategies to monitor and prevent racial profiling. In 2010, following a distinguished career in law enforcement, Brown created Transparency Matters, LLC, a certified Minority-owned Business Enterprise (“MBE”) that focuses on building transparent policing policies and process change that provides organizational efficiencies, accountability, diversity, community education, training, and monitoring.



Daniel Linskey, former Superintendent-in-Chief of the Boston Police Department, is a nationally renowned expert in urban policing, training, and police-community relations. As Head of the BPD from 2009 to 2014, Chief Linskey developed and oversaw the BPD’s social media, recruitment, community outreach, and engagement strategies, which have been cited as among the best practices in police management in the United States. Chief Linskey also changed the management and response of BPD to large-scale public disorder events. He oversaw the peaceful and successful management of the Boston Occupy movement and earned an international reputation at planning and overseeing major special events, and as the Incident Commander during the Boston Marathon Bombing Attack. Chief Linskey was part of a team sent to St. Louis County to assist the Department of Justice with an assessment of the St. Louis County Police Department and collaborative reform project following the events in Ferguson, Missouri in 2014. He is a frequent commentator on proper police tactics for national news organizations.



Dr. Robin Engel, a Professor of Criminal Justice at the University of Cincinnati (“UC”) and Director of the UC Center for Police Research and Policy, is a nationally recognized expert on biased-based policing and one of the top-ranked female academics in the country. Dr. Engel has studied and written extensively on biased-based policing and worked with police departments throughout the United States to help them improve and reform. She has published over 60 peer-reviewed articles and book chapters and conducted research on such topics as biased-based policing, police-community relations, police use of force, police use of discretion / decision making, police legitimacy, violence reduction initiatives, reform efforts, and problem-oriented policing. Dr. Engel has conducted statistical analyses examining racial/ethnic disparities in policing outcomes for over a dozen jurisdictions.



J. Larry Mayes is serving as a Project Advisor on community engagement strategies and civilian input into police internal investigations. Mayes has worked with government officials and community leaders for more than two decades. From 2004 to 2010, Mayes served as the Cabinet Chief of Human Services for the City of Boston, where he led joint government/community-based initiatives to reduce crime and stabilize communities. Currently he serves as Vice President of Programs for Catholic Charities in Boston, where he leads the organization’s statewide programs on adult education, immigration resettlement and legal services, childcare, and new poverty strategies. In 2014, Mayes was appointed to the Community Ombudsman Oversight Panel, which reviews the BPD’s Internal Affairs citizen complaint cases.



Dr. Cassi L. Fields is an expert in the design, development, validation, and administration of large-scale public safety human capital projects, with special expertise in selection and promotional systems in organizations with a history of alleged employment discrimination. Dr. Fields has pioneered many of the nation's most successful human capital selection initiatives, promotion and training programs, and routinely teaches and writes about implicit bias. Since receiving her Ph.D. in 1989, Dr. Fields has dedicated her career to helping public safety agencies remove roadblocks for people of diverse backgrounds compete for promotions. She has developed hundreds of assessment centers for police, fire, and sheriff departments throughout the United States.



A.J. Bingham is serving as an advisor in multi-cultural community outreach in Austin, facilitating local community input into police-citizen interactions, and providing insight into Austin's business, civic, and non-profit communities. Bingham is Founder and CEO of The Bingham Group, LLC, a City of Austin-certified MBE, and full-service consulting firm that represents and advises clients on legislative and regulatory matters throughout Texas. An Austin native, Bingham is active in the community and serves on the boards of the Young Men's Business League of Austin, the Austin Trail of Lights Foundation, and the Long Center for the Performing Arts. A lawyer by background, Bingham received his B.A. in Political Science from Wake Forest University, and law degree from Washburn University School of Law.



Mark Ehlers is the Engagement Leader of Kroll's work with the City of Austin. Ehlers has 35 years of combined legal and investigative experience in the public and private sectors, specializing in government and university investigations, discrimination and harassment in the workplace, and alleged ethical violations. He is currently a managing director in Kroll's Philadelphia office. Prior to joining Kroll, Ehlers served for 18 years as an Assistant United States Attorney, first in the District of Columbia, where he served in the Homicide and Sex Offense Units, and later in the Eastern District of Pennsylvania, where he served on the Organized Crime Strike Force. Since joining Kroll, Ehlers has conducted numerous internal investigations and best practice reviews for a diverse array of public and private sector clients, including the University of Cincinnati Police Department (review and investigation of a UCPD officer's fatal shooting of an unarmed motorist) and North Carolina State Highway Patrol (review of hiring and selection practices, training and supervision following public reports of police misconduct), among others. Ehlers received a B.A., *magna cum laude*, from Wittenberg University, and a J.D., *with honors*, from George Washington University.



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