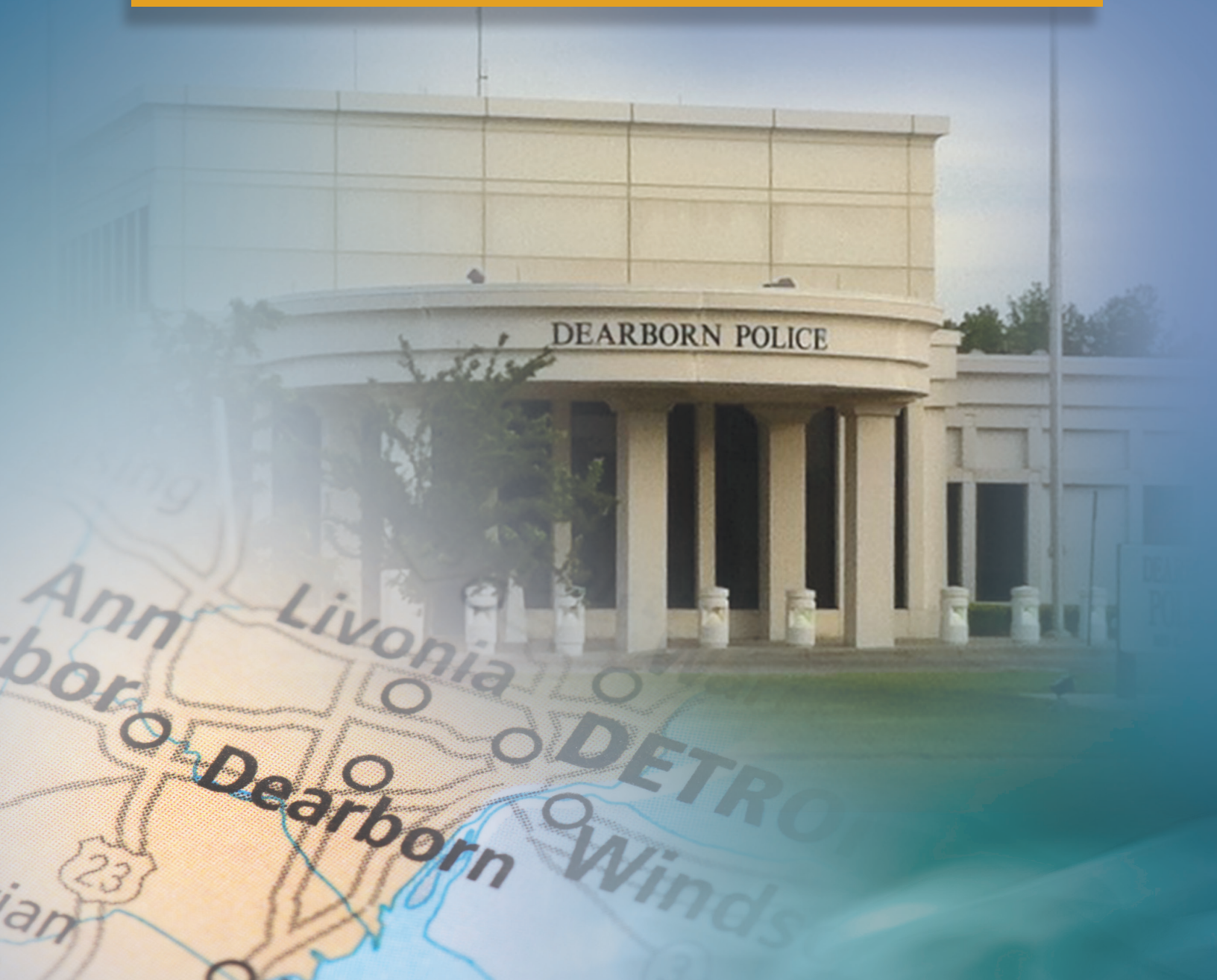# CRITICAL RESPONSE

TECHNICAL ASSISTANCE

Review of the Dearborn Police Department's Policies and Practices Related to Use of Force, Recruiting and Hiring, and Community Partnerships

DEARBORN POLICE

POLICE EXECUTIVE
RESEARCH FORUM

CRITICAL RESPONSE

TECHNICAL ASSISTANCE

Review of the Dearborn Police Department's Policies and Practices Related to Use of Force, Recruiting and Hiring, and Community Partnerships

DEARBORN POLICE

Contents

Letter from the Executive Director of PERF

Dear colleagues,

In early 2016, while at the airport, I received a phone call from Dearborn (Michigan) Police Chief Ronald Haddad. He wanted to talk about a topic that is front and center on the mind of almost every U.S. police chief: use of force.

Chief Haddad had been appointed chief in Dearborn in 2008. At that time, the police department had been experiencing a high number of use-of-force incidents, in particular involving the use of electronic control weapons (ECW). Chief Haddad made reducing use of force a priority. Under his leadership, the department implemented new use of force policies and expanded its community outreach efforts. As a result, use of force incidents had dropped significantly, and community trust in the police was on the rise.

However, in December 2015 and January 2016, Dearborn police officers were involved in two high-profile officer-involved shootings of unarmed individuals. Like other chiefs across the United States, Chief Haddad recognized that even with the progress that had been made, his department was just an incident or two away from losing the community trust and support it had worked so hard to build.

So Chief Haddad called and asked if PERF could help him look at the department's operations, specifically its use of force policies, practices, and training. The chief wanted to ensure that the changes the department had already made reflected national best practices. He also wanted to ensure that Dearborn's community policing initiatives were sound and that the department was taking the right steps to recruit and hire qualified, community-oriented personnel who reflected the diversity of Dearborn.

Chief Haddad formally made his request for this assistance through the COPS Office's Critical Response Technical Assistance (CRTA) program. In response, the COPS Office and PERF partnered with the Dearborn Police Department to conduct a thorough review of policies, training, and practices related to use of force, recruiting and hiring, and community policing.

This report documents the steps the police department had previously taken in these areas, and it provides additional recommendations for moving the department forward. These recommendations are designed to help the department continue to improve its policing services and ensure that current research and policy guidance are incorporated into the department's operations.

To his credit, Chief Haddad did not wait until this report was formally issued before he started making additional changes. The department has been implementing many of the findings and recommendations in real time based on site-visit debriefings and preliminary feedback from the project team.

It took courage and conviction for Chief Haddad to pick up the phone back in early 2016 and ask for help. It might have been understandable had he treated the two officer-involved shootings as anomalies and then tried to fall back on the track record he had built up during his eight years as chief. But he recognized that no police agency, no matter how successful it has been in the past, can afford to rest on its laurels. Departments—and chiefs—must constantly strive to improve, especially on matters as fundamental as police use of force, recruiting and hiring, and community outreach and trust.

It is our hope that the recommendations in this report will help not only the Dearborn Police Department but also other agencies seeking to improve their policies and practices in these critical areas.

Sincerely,

Chuck Wexler
Executive Director
Police Executive Research Forum

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And the **command staff and other members of the Dearborn Police Department** who provided input on this review and assistance to the COPS Office and PERF in carrying out the logistics related to this work; and to the City of Dearborn's residents and stakeholders, including business and faith leaders, and others who provided input on the review and offered their support and assistance to the department in its future endeavors.

Introduction

Officer-involved shootings generally are rare for the Dearborn (Michigan) Police Department (DPD). However, the department had two officer-involved shootings in a 36-day period in December 2015 and January 2016. Both shootings involved unarmed African-American individuals with histories of mental illness. These incidents prompted Dearborn Police Chief Ronald Haddad to seek technical assistance to ensure that the DPD's policies and practices reflect current best practices in the policing profession.

Chief Haddad contacted the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) for a review of the DPD's policies and practices on use of force and de-escalation strategies and for assistance with other areas of focus for the department, including recruiting, hiring, community engagement, and training.

The COPS Office visited Dearborn in March 2016 and concluded that the department would benefit from a review of its policies and practices as well as assistance in creating a strong recruitment strategy to help further diversify the department's workforce through its Critical Response program. The COPS Office asked its technical assistance provider, the Police Executive Research Forum (PERF), to facilitate the review and technical assistance for the DPD.

This report documents the DPD assessment and recommendations for moving the department forward.

1. Background

The City of Dearborn, Michigan

According to the 2010 U.S. Census, Dearborn is the eighth-largest city in Michigan (see table 1). Dearborn is contiguous to Detroit and is home to the Ford Motor Company World Headquarters. Dearborn has a static resident population of nearly 100,000.[1] But with the Fairlane Town Center mall, numerous Ford facilities, several colleges and universities, and other business and shopping areas located in Dearborn, the city's weekday population increases.[2] Many of these individuals come and go from Detroit and other surrounding municipalities.

Table 1. Largest 10 Michigan cities by population size

Rank	City	Population
1	Detroit	713,777
2	Grand Rapids	188,040
3	Warren	134,056
4	Sterling Heights	129,699
5	Lansing	114,297
6	Ann Arbor	113,934
7	Flint	102,434
8	Dearborn	98,153
9	Livonia	96,942
10	Westland	84,094

Source: American FactFinder, "GCT-PH1 Population, Housing Units, Area, and Density: 2010 - State – Place and (in selected states) County Subdivision, 2010 Census Summary File 1: Michigan," U.S. Census Bureau, accessed July 4, 2017, https://factfinder.census.gov/bkmk/table/1.0/en/DEC/10_SF1/GCTPH1.ST10/0400000US26.

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1. "QuickFacts, Dearborn city, Michigan, Population estimates, April 1, 2010," U.S. Census Bureau, accessed July 4, 2017, https://www.census.gov/quickfacts/fact/table/dearborncitymichigan/PST045216.

2. "Highlights: Where We Work," *City of Dearborn* (Dearborn, MI: Dearborn City Government, n.d.), http://www.cityofdearborn.org/documents/city-departments/public-information/city-publications/106-dearborn-fast-facts/file.

The racial and ethnic composition of the Dearborn population in 2010 was 89.1 percent White, 4.0 percent Black or African American, 0.2 percent Native American, 1.7 percent Asian, and 0.2 percent non-Hispanics of some other race, with 4.0 percent reporting two or more races and 3.4 percent reporting as Hispanic or Latino.[3]

Dearborn has the largest proportion of Arab Americans in the United States.[4] According to the 2000 U.S. Census—the last census that asked respondents about Arab ancestry—the total population of Dearborn was 97,775, of whom 29.85 percent (29,181 individuals) were Arab-American.[5] Many of those families have been in the city since the early 20th century.[6] A more recent estimate indicates that in 2015, the city's estimated population of 96,069 included approximately 40,000 Arab Americans, accounting for closer to 42 percent of the total.[7]

The Dearborn Police Department

The Dearborn Police Department (DPD) has approximately 189 sworn officers. Under the leadership of Chief Ronald Haddad since 2008, the department has revised department policies and procedures according to national best practices and increased and strengthened partnerships in the community. As a result, the department has strengthened its recruiting and hiring processes, improved its policies related to use of force, and significantly reduced its instances of officers using force.

Chief Haddad made reducing use of force a priority after becoming chief and began reviewing the department's data on use of force. In 2008, the department had 209 use of force incidents, including 43 electronic control weapon (ECW)[8] uses. In 2016, the department had 30 use of force incidents with no ECW uses.[9] Chief Haddad and the DPD attribute this dramatic decrease to several efforts including increased officer accountability, policy changes, and improved training for officers.

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3.   In general, "Hispanic" refers to people with Spanish-language background, including from Spain; "Latino" refers to people from Central and South America and the Caribbean, irrespective of their language background, thus including those from Brazil and other non–Spanish speaking countries. The terms are often used together. "Hispanic or Latino" is an ethnic background defined by the Office of Management and Budget as "Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race." "About Hispanic Origin," U.S. Census Bureau, accessed May 23, 2018, https://www.census.gov/topics/population/hispanic-origin/about.html; QuickFacts, Dearborn city, Michigan" (see note 1).

4.   G. Patricia de la Cruz and Angela Brittingham, *The Arab Population: 2000* (Washington, DC: U.S. Census Bureau, 2003), https://www.census.gov/prod/2003pubs/c2kbr-23.pdf.

5.   "Total Population—Population Group: Arab (All groups), Dearborn city, Michigan, Census 2000 Summary File 4," U.S. Census Bureau, accessed May 22, 2018, https://factfinder.census.gov/bkmk/table/1.0/en/DEC/00_SF4/PCT001/1600000US2621000/popgroup~001|504?slice=POPGROUP~001.

6.   Karen Rignall, "Building an Arab-American Community in Dearborn," *The Journal of the International Institute* 5, no. 1 (Fall 1997), https://quod.lib.umich.edu/j/jii/4750978.0005.106/--building-an-arab-american-community-in-dearborn?rgn=main;view=fulltext.

7.   Abhijeet Chavan, "Dearborn, Michigan: America's Muslim Capital," Planetizen, last modified October 13, 2003, https://www.planetizen.com/node/11375; "Total Population—Population Group: Arab (All groups), Dearborn City, Michigan, 2011–2015 American Community Survey Selected Population Tables," U.S. Census Bureau, accessed May 22, 2018, https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_15_SPT_B01003&prodType=table.

8.   Electronic control weapons (ECW) are more commonly known by the name brand TASER. ECWs and the rationale for using this terminology are discussed later in this report.

9.   Dearborn Police Department, data provided to PERF assessment team, April 2017.

In support of the DPD's efforts to ensure that best practices are in place and to identify areas for improvement, Chief Haddad requested that the COPS Office review the department's policies, procedures, and practices after two officer-involved shootings occurred in a 36-day period.

Overview of the shooting incidents

The first shooting occurred on December 23, 2015. Kevin Matthews, a 35-year-old unarmed African-American man, was fatally shot by a Dearborn police officer in Detroit, just across the Dearborn-Detroit border.[10] The second shooting occurred on January 27, 2016, when Janet Wilson, a 31-year-old African-American woman, was fatally shot by a DPD officer while leaving a shopping center after an incident with mall security.[11] The first incident was investigated by the Detroit Police Department and the second by the Michigan State Police. After these investigations were complete, the Wayne County Prosecutor's Office (responsible for prosecuting felony crimes in Wayne County, which encompasses Detroit and Dearborn) declined to press charges in either incident, concluding that the officers in both cases acted in self-defense.[12] The criminal investigations of these shootings were completed in December 2016.

Internal administrative investigations of both incidents are also being conducted by the DPD; these investigations were ongoing as of June 2017. These investigations are being conducted by the DPD's Internal Affairs division and were placed on hold until the criminal investigations were completed.[13]

Fatal shootings by police are rare in Dearborn. Prior to these two incidents, the department had only had one other fatal shooting in the last decade. Unlike in many other communities, there were minimal protests and demonstrations in response to these officer-involved shootings. One protest had approximately 200 people, including civil rights leaders, marching through the city.[14] There were several smaller demonstrations, and all remained largely peaceful.[15]

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10. Niraj Warikoo and Gina Damron, "Police: Dearborn Officer Fatally Shoots Unarmed Man," *Detroit Free Press*, December 23, 2015, http://www.freep.com/story/news/local/2015/12/23/police-dearborn-officer-involved-fatal-shooting/77834122/.

11. Daniel Bethencourt and Niraj Warikoo, "Dearborn Police Kill Woman after Chase," *Detroit Free Press*, January 27, 2016, http://www.freep.com/story/news/local/michigan/wayne/2016/01/27/dearborn-shooting-near-fairlane-town-center/79424200/.

12. Gus Burns, "Dearborn police officers cleared in fatal shootings of Kevin Matthews, Janet Wilson," mLive (December 20, 2016), accessed June 28, 2017, http://www.mlive.com/news/detroit/index.ssf/2016/12/prosecutor_worthy_wont_charge.html.

13. PERF recognizes that this is the DPD's process for conducting internal investigations. PERF would recommend conducting the internal investigation concurrent with the criminal investigation in future incidents. There are many pieces of the internal investigation that can be completed while the criminal investigation is ongoing. The department should strive to complete as much of the internal review as possible before the criminal review concludes. Conducting timely investigations of officer-involved shooting cases is critical. For the community, prompt investigations show that the department is committed to transparency. For officers, timely investigations allow the incident to be resolved without undue delay.

14. "Protest March in Death of Kevin Matthews Shuts Down Michigan Ave.," Fox2Detroit, last modified January 4, 2016, http://www.fox2detroit.com/news/local-news/68821429-story.

15. Niraj Warikoo, "100 Protest at Fairlane over Shooting by Dearborn Cop," *Detroit Free Press*, January 15, 2016, http://www.freep.com/story/news/local/michigan/wayne/2016/01/15/new-era-detroit-rally-kevin-matthews-dearborn-police-involved-shooting/78877714/.

Critical Response Technical Assistance

After an initial visit, the COPS Office determined that its Critical Response Technical Assistance (CRTA) program would be the most appropriate means to help the department. CRTA provides "targeted technical assistance to law enforcement agencies dealing with high-profile events, major incidents, or sensitive issues."[16] This program can be customized to meet the unique needs of police departments and communities. Assistance may include peer-to-peer exchanges; facilitated conversations; and targeted in-depth review, analysis, and recommendations, among other strategies.

The COPS Office asked the Police Executive Research Forum (PERF) to provide this technical assistance to the DPD.

PERF is a national organization dedicated to research and policy development and related activities on critical policing issues. Since PERF was established in 1976, it has identified best practices on fundamental issues such as police use of force, community and problem-oriented policing, use of technologies to deliver police services to the community, and crime reduction strategies. For example, in 2006 and again in 2011, PERF helped to write the national guidelines on ECWs.[17]

Scope of work

At the request of the City of Dearborn and the COPS Office, PERF was tasked with (1) providing an independent critical review of the DPD's use of force and de-escalation policies, practices, and training; (2) reviewing recruitment efforts and strategies to increase diversity within the department; and (3) developing recommendations to support the DPD's efforts to adopt best policies and practices.

The overarching goals of PERF's assessment were to identify how the department's policies and practices may be enhanced to further improve policing and community interactions in Dearborn and to identify recommendations and lessons that may be useful for other police agencies nationwide.

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16. "Critical Response," Office of Community Oriented Policing Services, accessed June 28, 2017, http://www.cops.usdoj.gov/Default.asp?Item=2806.

17. James M. Cronin and Joshua A. Ederheimer, *Conducted Energy Devices: Development of Standards for Consistency and Guidance* (Washington, DC: Office of Community Oriented Policing Services, 2006), http://www.policeforum.org/assets/docs/Free_Online_Documents/Use_of_Force/conducted%20 energy%20devices%20-%20development%20of%20standards%20for%20consistency%20and%20guidance%202006.pdf; Police Executive Research Forum, *2011 Electronic Control Weapons Guidelines* (Washington, DC: Office of Community Oriented Policing Services, 2011), https://ric-zai-inc.com/Publications/ cops-p202-pub.pdf.

2. Methodology

PERF used multiple methodologies in providing this technical assistance, including reviewing and analyzing DPD policies, procedures, reports, data, and forms; interviews and focus group discussions with department representatives and community leaders; and on-site observations.

Review of documents

PERF reviewed the following documents, reports, and materials as part of the process:

- Use of force policies and procedures, directives, training curricula (at the recruit, in-service, and specialized unit levels), as well as other materials pertaining to the department's use of force, both deadly and less lethal, and its de-escalation techniques

- Use of force analyses that had already been conducted by the DPD

- A random selection of redacted use of force reports about incidents and their accompanying administrative- or other incident–related forms

- Media relations policies and procedures pertaining to the release of information following an officer-involved shooting or other critical incident

- Copies of news releases or other information that the DPD released following the two shooting incidents in 2015–16

- All recruitment policies, procedures, and materials (e.g., recruitment brochures, online materials, web pages, social media efforts, pictures of recruiting booth)

- Flow chart of the hiring process

- Statistical data on recruiting, including how many people attended recruiting events or otherwise met department recruiters, completed applications, how many people went through the back-ground process, how many applicants dropped out of the process, reasons for not completing the process, etc.

PERF reviewed documents provided by the DPD to assess how current policies, practices, and trainings compare to nationally recognized best practices in law enforcement.

Interviews, focus groups, and observations

During the two site visits conducted as part of the technical assistance efforts, PERF staff members and COPS Office personnel met with a variety of DPD personnel, city officials, and community leaders and stakeholders to further understand DPD operations and community outreach and recruiting efforts. These interviews and focus groups took place July 19–21, 2016, and April 18–19, 2017. Between the two site visits, the team met with more than 150 people.

Over the course of the two visits, the assessment team met with department personnel representing the following groups in focus group settings:

- Union representatives (including unions that represent police officers, command officers, and dispatchers and civilian employees)

- Training officials

- Internal Affairs personnel

- Tactical Support personnel

- Command staff members

- Supervisors

- Recruitment officers

- Patrol officers (varying in tenure from one week to more than 20 years with the department)

Community support and insight are equally important in conducting reviews of police departments. The DPD has a strong relationship with many stakeholders in the Dearborn community, and the team heard from a wide variety of voices from across the city. The team met with the following city personnel and community stakeholders in interview or focus group settings:

- Mayor of Dearborn

- Chief's Security Advisory Board

- Dearborn Public Schools staff

- Civic and community leaders

- Faith-based leaders

- Minority group representatives

- Nonprofit organizations

- Business representatives

- Neighborhood representatives

- Mental health care representatives

In addition, the PERF assessment team went on ride-alongs with officers. This allowed for first-person observations and candid conversations with officers to understand their decisions to join the department and their perceptions of department operations, culture, and procedures related to use of force. These ride-alongs also allowed PERF team members to better understand the various cultures and the geographic layout of Dearborn.

Format of this report

PERF's overview and recommendations are presented in the following sections:

1. Use of force
   - Policy
   - Reports and documentation
   - Internal reviews and accountability systems
   - Training

2. Recruiting and hiring

3. Community engagement

3. Use of Force

PERF's review of the DPD's use of force policy is based on the expertise developed in three areas:

1. Dozens of similar reviews PERF has conducted for other city and county law enforcement agencies

2. PERF's extensive research and policy and training development since 2014, summarized in the sidebar on page 12 entitled "Background on PERF's Development of Policies, Practices, and Training on Use of Force"

3. PERF's review of use of force policies developed by the U.S. Department of Justice's Department's Civil Rights Division in its consent decrees and settlement agreements with local law enforcement agencies

The purpose of this review is to ensure that the DPD's policies, practices, and training reflect today's understanding of best practices for police use of force and de-escalation strategies.

Use of force policy analysis

The DPD's Use of Force policy, which can be found in General Order #A—2.15, was revised on April 12, 2017. Prior to this revision, the policy was divided into two general orders: 1. Use of Deadly Force and 2. Use of Non-Deadly Force. PERF thoroughly reviewed the old general orders and the new, consolidated general order.

Having a single, consolidated use of force policy is in line with best practices, because the overarching principles, considerations, and justifications for using force are applicable to all types of force. A single policy can lay these out clearly and allows for officers to more quickly and easily find information.

The updated policy reflects many recognized best practices**.** The recommendations provided in this chapter present opportunities to further strengthen and refine the policy.

> **Recommendation.** *The DPD should consider establishing use of force policy guidance that reflects policies and practices that have proven effective in reducing use of force and that provide officers clear guidance on use of force. For example, the DPD should adopt detailed policies and training on issues such as shooting at moving vehicles and rules on vehicle and foot pursuits, use of ECWs, and other issues as outlined in PERF's 2016 report, Guiding Principles on Use of Force.*[18]

To assist the DPD and other agencies across the country, the rest of this chapter will examine the DPD's policy focusing on lessons learned and recommendations.

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18. *Guiding Principles on Use of Force* (Washington, DC: Police Executive Research Forum,. 2016), http://www.policeforum.org/assets/guidingprinciples1.pdf.

Background on PERF's Development of Policies, Practices, and Training on Use of Force

Use of force has been an important focus of PERF's research and policy development since its founding in 1976, and has been a top priority since 2014. PERF has conducted several major projects that explored use-of-force issues, and is leading national efforts to improve use-of-force policies and training, particularly during police interactions with individuals who have a mental illness, developmental disability, drug addiction, or other condition that can cause them to behave erratically or dangerously.

This work indicates that incidents in which the subjects are either unarmed or are armed with a weapon other than a firearm have the greatest potential for de-escalation, and PERF has identified several tactics and strategies for these types of incidents to increase the safety of everyone, including officers.

These tactics and strategies including the following:

- Generally training officers to aim to "slow the situation down" whenever possible;

- Summoning a supervisor to the scene as well as other personnel and resources, such as lethal-lethal weapons and officers who have received specialized Crisis Intervention Team (CIT) training;

- Using tactical communications strategies to engage the subject, establish rapport, and learn what the subject is thinking and what actions could lead to a peaceful resolution of the incident;

- Using operational safety tactics to ensure the safety of responding officers and the public, such as responding as a team, using distance and cover to buy time, and using tactical positioning and repositioning to maintain a position of advantage; and

- Using a Critical Decision-Making Model through the entire incident, to organize the officer's thought processes for analyzing the situation, assessing risks, considering the laws or policies governing the police authority to act, identifying options, determining the best course of action, assessing the results, and working through the process again, if necessary.

Police officers have relatively few options for de-escalation in situations where a criminal suspect is wielding a firearm, but in situations that do not involve firearms but do involve mental illness or similar conditions, officers often can use the strategies and tactics summarized above to seek a resolution with minimal or no use of force.

Additional information about these strategies and tactics, and the PERF research and consultations with hundreds of police officials and other experts who helped to produce and test them, is available in four PERF reports:

- ICAT: Integrating Communications, Assessment, and Tactics (2016)

- Guiding Principles on Use of Force (2016)

- Re-Engineering Training on Police Use of Force (2015)

- Defining Moments for Police Chiefs (2015).*

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* These PERF reports are available online at http://www.policeforum.org/free-online-documents.

Sections I and II. Purpose and policy

The new policy, **General Order #A—2.15, Use of Force**, includes the following introductory statements to explain the purpose of the general order as well as the standards and basis for using force. Important segments of this introductory section are highlighted here:

> The Dearborn Police Department affirms that officers have a duty to uphold the law and are not required to retreat when confronted with resistance or aggression. Research indicates that one of the most common factors in instances of excessive or unjustified use of force and officer injuries and fatalities is the perceived compulsion to press engagement rather than disengage and explore other possible options. The most appropriate response to a given situation may be disengagement, de-escalation, containment, surveillance, waiting, or calling for reinforcements or specialized units.[19]

> [The DPD's] policy is to employ only the amount of force that is reasonable, proportionate, and necessary to overcome resistance offered by a suspect during the effecting of a lawful arrest or in the performance of an officer's lawful performance of duty.[20]

The language in this section introduces the underlying principles and values that are included throughout the policy. The emphasis on de-escalation and the requirement that use of force be proportionate reflect best practices in PERF's *Guiding Principles on Use of Force*.

However, the DPD could further strengthen its policy by adding language to this opening section that more clearly defines proportionality and key concepts such as the importance of human life and de-escalation.[21] These concepts should also be incorporated into all DPD policies, practices, and trainings related to use of force.

> **Recommendation.** *The DPD should add language to this section stating that the importance of human life is central to the DPD's mission, policies, training, and tactics. The DPD should also ensure that all mission statements, policies, and training curricula clearly emphasize the importance of all human life and treating people with dignity and respect.*

DPD policy as currently worded does not effectively emphasize the importance of considering alternative responses prior to using force. The policy's initial statement that officers "are not required to retreat when confronted with resistance or aggression" is correct, but while officers are not required to retreat, many situations can benefit from officers tactically regrouping or tactically repositioning to gain more time and bring additional resources to the scene (such as additional officers, supervisors, specially trained officers, or specialized equipment) to resolve a situation with minimal or no use of force.

There is often an underlying reason for an individual behaving erratically, dangerously, or aggressively. The individual may be suffering from a mental health crisis or may have a developmental disability, drug addiction, physical difference such as deafness, or other condition that interferes with the person's ability to hear or comprehend the officer's statements and orders.

19. General Order #A—*2.15, Use of Force* (Dearborn, MI: Dearborn Police Department, 2017).

20. General Order #A—2.15 (see note 19).

21. See discussion beginning on page 15 of DPD's "Section III, Policy definitions," for recommendations on defining these terms.

It should be clearly emphasized in policy that officers are expected to de-escalate situations when circumstances allow and not create unnecessary jeopardy through actions such as rushing into a situation or not waiting for backup. This caution is especially important in situations where the person the officer is confronting does not pose a serious imminent threat to the officer or others. When possible, it should be department policy and preference to defuse the situation or use strategies that slow things down to allow time to evaluate options, call additional resources and personnel to the scene, and take other actions that reduce the chances that lethal force will be necessary.

As currently worded in policy, disengagement is listed first. In some minor, low-stakes encounters, the safest outcome may be for the officer to disengage and do nothing more or to decide that further action at a later time or possibly with additional resources is a better option. Many critical incidents do not allow for disengagement, so this tactic should be included but moved later in the list of responses to reduce the emphasis on it.

> **Recommendation.** *The DPD should consider clarifying its policy language to indicate "The most appropriate response to a given situation would be to try to defuse or de-escalate it, and options may include using distance and cover, tactical repositioning, "slowing down" situations that do not pose an immediate threat, containment, and calling for supervisory support or specialized units or resources. In some cases, disengagement may be an effective option. For example, if the officer knows the identity of a person suspected of a minor offense, it may be safer to make an arrest or issue a citation later rather than engaging in a potentially dangerous pursuit or engagement."[22]*

DPD policy does not currently include a duty-to-intervene requirement. An example of this philosophy can be seen in the policies of the New Orleans (Louisiana) Police Department. As a result of challenges and issues facing that department, it recently created a peer intervention program called Ethical Policing is Courageous (EPIC) designed to teach officers how to intervene and stop another officer's wrongful action before it occurs.[23]

In addition, the Phoenix (Arizona) Police Department includes language in its policy stating, "All sworn employees will intervene, if a reasonable opportunity exists, when they know or should know another employee is using unreasonable force."[24]

> **Recommendation.** *The DPD should add language to its use of force policy that requires officers to intervene when they believe another officer is about to use excessive or unnecessary force or when they witness colleagues using excessive or unnecessary force or engaging in other misconduct. This language could be included after the third paragraph, prior to discussing the need to notify a supervisor.*

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22. This recommendation also applies to similar language that is used in section VII "Resistance/control continuum."

23. "New Orleans Police Implement Peer Intervention Program," *Subject to Debate 30, no. 2 (2016)* 1–5, http://www.policeforum.org/assets/docs/Subject_to_Debate/Debate2016/debate_2016_julsep.pdf.

24. "Operational Orders 1.5, Use of Force" (Phoenix, AZ: Phoenix Police Department, 2016).

Section III. Policy definitions

Section III "Definitions" does not include definitions for the terms "proportionality" or "de-escalation." These terms are used in other parts of the general order (e.g., in section VII "Resistance/Control Continuum") and are included in other recommendations for strengthening the new policy in this report.

The concept of proportionality does not mean that officers—at the moment they have determined that a particular use of force is necessary and appropriate to mitigate a threat—should stop and consider how their actions will be viewed by others. Rather, officers should begin considering what might be appropriate and proportional as they approach an incident, and they should keep this consideration in their minds as they are assessing the situation and deciding how to respond.

Proportionality also considers the nature and severity of the underlying events. For example, officers would not respond to a noise complaint with their firearms drawn, because members of the public would view that as excessive and inappropriate. However, officers might respond with their firearms drawn if there were a report of shots fired at a pool party. In that case, the public would view their actions as appropriate and necessary.

> **Recommendation.** *The DPD should add the definitions of "proportionality" and "de-escalation" to this section.*

> **Recommendation.** *The definition of "proportionality" should reflect the following concepts:*

> - *Whether the use of force is the lowest level of force needed to mitigate the threat and safely achieve a lawful objective*
> - *Whether another less injurious option is available that will allow the officer to achieve the same objective as effectively and safely*
> - *Whether the officer's actions will be viewed as appropriate—by the police agency and by the general public—given the severity of the threat and totality of the circumstances*

> **Recommendation.** *The definition of "de-escalation" should emphasize proportionality, the use of distance and cover, tactical repositioning, "slowing down" situations that do not pose an immediate threat, calling for supervisors and other resources, and similar actions and tactics. The definition should discuss the necessity of these actions to protect the importance of human life.*

Section IV. Excited delirium and diabetic reactions

Section IV B discusses excited delirium and its associated behaviors. PERF recommends expanding the advanced Taser prohibitions in section VIII, section B, subsection 8 by adding a prohibition against using an ECW against an individual believed to be experiencing excited delirium. This recommendation is discussed in more detail beginning on page 19.

Section V. Authorization for less lethal use of force

Section V A "Authorization for less lethal use of force" details the circumstances under which officers are authorized to use less lethal physical force and control methods. This section includes the range of circumstances in which certain types of less lethal force may be used.

In this section, officers are authorized to use less lethal force for the following purposes: To "protect themselves or others from what is reasonably believed to be physical harm"

- To "stop potentially dangerous or unlawful activity, or to control, direct, or move subjects creating a public disturbance or otherwise refusing to comply with lawful orders"

- To "protect subjects from injuring themselves or to take subjects into protective custody"

- To "effect a lawful arrest when a subject offers resistance, attempts to flee from lawful arrest or detainment, or attempts to escape from custody"

- To "maintain control of an arrested subject or prisoner who is refusing to comply with arrest, search, booking, or jail procedures"

Less lethal force is authorized in these examples, but this section does not indicate that some *types* of less lethal force are not appropriate in all circumstances. Restrictions on the type of less lethal force are detailed in a separate section, section VIII, "Authorized less lethal weapons," and PERF recommends additional restrictions to that section in this report.

For example, an ECW is defined as a less lethal weapon; however, it would not be within policy to use an ECW to control or direct subjects who are passively resisting or refusing to comply with lawful orders or to maintain control of handcuffed subjects. It is also recommended that DPD policy include a clarification that fleeing should not be the sole justification for using an ECW against a subject. Personnel should consider the severity of the offense, the subject's threat level to others, and the risk of severe injury to the subject before deciding to use an ECW on a fleeing subject (see additional recommendations in section VIII).

> **Recommendation.** *PERF recommends including language in section V that reflects these exceptions— including specific prohibitions on less lethal weapons, which are detailed in section VIII "Authorized less lethal weapons." Section V "Authorization for less lethal use of force" should make note of each of these exceptions to ensure consistency within both sections of the policy.*

Section VI. Authorization for deadly force

Section VI "Authorization for deadly force," outlines the DPD's guidelines for firing at a moving vehicle. It states that "firearms shall not be discharged at vehicles when the vehicle itself is the only means of force being used, except as a last resort where an officer's life or the life of others in immediate peril and there are no reasonable or apparent means of avoiding the threat." It also advises, "When feasible, officers should attempt to move out of the path of any moving vehicle to a position of cover." However, this section does not provide a strict prohibition of firing at vehicles.

Many agencies have adopted strict prohibitions on shooting at or from a moving vehicle when the vehicle itself is the only "weapon" being used against officers. The New York City Police Department adopted this policy in 1972. In New York City, the overall number of police shootings plummeted after strict prohibitions were adopted, without endangering officers.

Other major city police agencies have also adopted this policy, including Boston; Cincinnati, Ohio; Denver, Colorado; Philadelphia; and Washington, D.C.[25]

Some agencies have recently revised their strict no-shooting-at-vehicles policies to allow for shooting as a last resort in potential mass-casualty incidents such as the 2016 terrorist attack in Nice, France, in which 86 persons were killed when a large truck was intentionally driven into crowds of people. Officers should understand that their actions in these unique types of situations will be reviewed on a case-by-case basis to determine whether under the circumstances the officer's actions were reasonable and justified.

> **Recommendation.** *The DPD should revise this section to include a stricter prohibition against shooting at or from a moving vehicle unless someone inside the vehicle is using or threatening lethal force by means other than the vehicle itself.*

Section VII. Resistance/control continuum

Section VII discusses the Michigan Commission on Law Enforcement Standards (MCOLES) Subject Control Continuum, a model the DPD has used to help guide officers' decisions to use force based on the resistance they experience. The section begins by clarifying that "lower forms of control are still available even as the subject's resistance escalates" and officers should always de-escalate as the subject's resistance de-escalates. This section also states, "often, the most appropriate response to a situation involves de-escalation, disengagement, area containment, and/or surveillance, waiting out a subject, summoning reinforcements, or calling in special units." This language is very similar to the statement used in section II, as discussed on page 13. As stated in that section, there are some minor, low-stakes encounters where the safest outcome may be for the officer to disengage and do nothing more. Many critical incidents do not allow for disengagement, so this tactic should be included but moved later in the list of responses to reduce the emphasis on it. We recommend the same wording as in section II for this section of the policy.

> **Recommendation.** *The DPD should consider clarifying its policy language to indicate "The most appropriate response to a given situation would be to try to defuse or de-escalate it, and options may include using distance and cover, tactical repositioning, 'slowing down' situations that do not pose an immediate threat, containment, and calling for supervisory support or specialized units or resources. In some cases, disengagement may be an effective option. For example, if the officer knows the identity of a person suspected of a minor offense, it may be safer to make an arrest or issue a citation later, rather than engaging in a potentially dangerous pursuit or engagement."*

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25. *Guiding Principles* (see note 18).

Section VIII. Authorized less lethal weapons

Electronic control weapons

Subsection B "X26 Advanced Taser" in section VIII "Authorized Less Lethal Weapons" outlines the department's policy on the use of these weapons.

There are a number of opportunities to strengthen the DPD's ECW policies. PERF's recommendations are based on the PERF/COPS Office publication *2011 Electronic Control Weapons Guidelines*.[26] This report provides specific guidelines for law enforcement agencies regarding policy, training, and use of ECWs; medical considerations; reporting and accountability; and public information and community relations.

PERF recognizes that many of the ECW recommendations listed here are taught and practiced in DPD training and qualifications. However, it is also important to have these guidelines documented in policy.

The current policy refers to the department's Taser-style weapon as a "Conducted Energy Device" or by name "X26 Advanced Taser," "Advanced Taser," or "Taser," and the weapons are defined in G.O. #A—2.15, VIII B1. These terms do not reflect current thinking on these weapons. The PERF/COPS Office publication recommends referring to these weapons as electronic control weapons to "reflect the reality that these tools are less-lethal weapons that are meant to help control persons who are actively resisting authority or acting aggressively."[27]

> **Recommendation.** *The DPD should replace the terms "conducted energy device," "X26 advanced Taser," "advanced Taser," and "Taser" with "electronic control weapon (ECW)" throughout its use of force policy and in all other orders, directives, and training curricula that reference such weapons.*

Section VIII B3 states that "the deploying officer should notify any on-scene, assisting officers that they intend to deploy an Advanced Taser." The DPD's policy does not provide requirements for notifying the subject prior to activating the ECW.

> **Recommendation.** *DPD policy should include a requirement that a warning should be given to a subject prior to activating the ECW unless doing so would place any person at risk. Warnings may be in the form of verbalization, display, laser pointing, arcing, or a combination of these tactics.*

Section VIII B4(b) describes the use of ECWs in drive stun mode: the ECW "acts as a touch (drive) stun system when brought into immediate contact with a person's body causing motor skill dysfunction."

> **Recommendation** *The DPD should clarify this section to indicate drive stun mode, in which the ECW is applied directly to the subject, can be used to complete the incapacitation circuit in the event that one of the probes is ineffective or becomes dislodged. The drive stun mode also can be used in close quarters for the purpose of protecting the officer or creating a safe distance between the officer and the subject. However, the DPD should add language to forbid the use of the drive stun mode as a pain compliance technique.*

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26. Police Executive Research Forum, *2011 Electronic Control Weapons Guidelines* (see note 17).

27. Police Executive Research Forum, *2011 Electronic Control Weapons Guidelines*, 8 (see note 17).

Section VIII B does not currently contain any guidelines on length of deployments.

> **Recommendation.** *DPD should add language to 2.15 VIII B stating that when personnel deploy an ECW, they should use it for one standard cycle (five seconds) and then evaluate the situation to determine if subsequent cycles are necessary. The policy should explicitly prohibit application beyond three five-second cycles (for a maximum of 15 seconds).*

Section VIII B8 outlines prohibitions on using ECWs but does not include restrictions on activating more than one ECW at a time against a single subject and other important considerations related to its use.

> **Recommendation.** *DPD policy should clearly state that officers should not intentionally activate more than one ECW at a time against a single subject.*

> **Recommendation.** *DPD policy should state that fleeing should not be the sole justification for using an ECW against a subject. Personnel should consider the severity of the offense, the subject's threat level to others, and the risk of serious injury to the subject before deciding to use an ECW on a fleeing subject.*

> **Recommendation.** *DPD policy currently states that "officers shall not Taser subjects against whom officers have a large and obvious advantage in size, strength, age, and/or physical ability unless the subject is actively resistant and lesser forms of control have failed or would reasonably be perceived as likely to fail." This reference to officers' size, strength, age, and physical ability should be deleted. Use of ECWs should be justified by the level of threat posed by the subject and other factors but not by the size or strength of the officer.*

> **Recommendation.** *DPD policy should state that "ECWs should not generally be used against pregnant women, elderly persons, young children, and visibly frail persons. Personnel should evaluate whether the use of the ECW is reasonable, based upon all circumstances, including the subject's age and physical condition. In some cases, other control techniques may be more appropriate as determined by the subject's threat level to others."*

> **Recommendation.** *The DPD should include a prohibition against using ECWs on subjects in control of any vehicle in motion, including motor vehicles, ATVs, bicycles, and scooters.*

Section VIII B8 "Advanced Taser prohibitions" also does not explicitly prohibit the use of the ECW for passive resistance.

> **Recommendation.** *The DPD should specifically state that ECWs should be used only against subjects who are exhibiting active aggression or who are actively resisting in a manner that, in the officer's judgment, is likely to result in injuries to themselves or others. ECWs should not be used against passive subjects.*

> *The original policy prohibited the use of an ECW against someone experiencing excited delirium and the associated behaviors; however, this prohibition was removed from the revised policy.*

> **Recommendation.** *DPD policy should prohibit officers from using an ECW against anyone who is believed to be experiencing excited delirium and should explain that there is a higher risk of sudden death when an ECW is used against subjects under the influence of drugs or exhibiting symptoms associated with excited delirium.*

Section VIII B11(c) states that officers may remove probes except those located in the face, neck, groin, or breast and that they will take universal precautions. It currently does not explicitly state the need to treat probes as a biohazard or ensure officers have proper training to remove probes.

> **Recommendation.** *The DPD should revise this section to include a statement such as, "ECW probes should be treated as a biohazard. Personnel should not remove ECW probes that have penetrated a subject's skin unless they have been trained to do so. Only medical personnel should remove probes that have penetrated a subject's sensitive areas or are difficult to remove."*

There are two additional important practices related to the use of ECWs that are not included in the policy. These considerations should be included in policy and practice.

> **Recommendation.** *The DPD should require officers to keep ECWs in a weak-side holster and should train officers to perform a weak-hand draw or cross-draw to reduce the possibility of accidentally drawing or firing a sidearm when the ECW is intended. Transitioning the ECW to the strong hand after drawing with the weak hand should be allowed. This should also be reflected in policy.*

> **Recommendation.** *The DPD should consider adopting brightly colored (e.g., yellow) ECWs, which may reduce the risk of escalating a force situation because they are plainly visible and thus decrease the possibility that a secondary unit will mistake the ECW for a firearm. Specialized units such as special weapons and tactics (SWAT) may prefer dark-colored ECWs for tactical concealment purposes.*

Current policy does not include language that recognizes ECWs can fail and what officers should do when this happens. ECWs often do not work because the subject is wearing heavy clothing or for many other reasons. While ECWs are a valuable less lethal option, officers need to be prepared for when these devices fail. DPD policy should clearly state that ECWs can fail and officers should be prepared to re-assess their options without resorting directly to their firearm. For example, the Los Angeles Police Department found that ECWs had the desired effect only about 53 percent of the time in 2015.[28]

> **Recommendation.** *The DPD should add language to the ECW policy recognizing that ECWs do not always work and an ineffective ECW deployment does not mean that officers should automatically transition to their firearms. When an ECW deployment is not effective, officers should re-assess the situation and the status of the threat and take appropriate, proportional actions. This may mean tactically repositioning, working as a team, and assessing different options. Officers should always have a backup plan if the ECW fails to work.*

"Duty to Render First Aid" subsection G "Medical considerations" in section VIII "Authorized Less Lethal Weapons" outlines the department's policy for officers after using any level of force. Throughout the policy, the DPD requires officers to "ensure that any appropriate medical aid . . . is provided as soon as possible." However, the policy does not currently require officers to render first aid to subjects when it is safe to do so after a use of force. Many agencies are more explicit in requiring officers themselves to render first aid to

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28. Annie Gilbertson, "LA Police Expand Taser Use, Even Though It's Effective Only Half the Time," 89.3 KPCC, last modified March 4, 2016, http://www.scpr.org/news/2016/03/04/58182/lapd-using-taser-more-but-the-weapon-found-less-ef/.

subjects and to promptly request medical assistance as soon as it is safe and practical to do so. By requiring officers to render aid and by rendering aid after using force, agencies demonstrate a respect of the importance of human life, a principle that should underscore all agency policies, training, and tactics.

> **Recommendation.** *The DPD should add another qualifier to section VIII G entitled "Duty to render first aid." This addition should require officers to render first aid to subjects who have been injured because of police actions and should promptly request medical assistance. This should apply to all uses of force, both less lethal and deadly.*

Section IX. Incident reporting and AIR/SROC forms

Section IX "Incident reporting and AIR/SROC forms" provides policy guidelines related to reporting use of force incidents and the completion of administrative incident report (AIR) and subject resistance / officer control (SROC) forms. Specifically, this section describes the steps that should be taken after force is used, including notifying a supervisor and filling out an SROC form.

Under this section, part A states that "whenever physical force is used to effect an arrest, the circumstances shall be described in detail in an incident report."

> **Recommendation.** *The term "physical force" should be clarified, and reporting should be expanded to include instances of observed injuries or allegations of force by the suspect. This section should state that the steps listed should occur for all uses of force that involve a hand or leg technique; the use of a deadly weapon, less-lethal weapon, or weapon of opportunity; or any instance where injury is observed or alleged by the subject.*

This section states, "A supervisor will be notified and ensure that the use of force is appropriate and within the guidelines set forth in this General Order."

> **Recommendation.** *The policy should specify how the supervisor shall accomplish these tasks. Policy language should specify that supervisors will arrive on scene whenever possible and conduct an initial investigation of the incident to determine whether the use of force was appropriate and within guidelines set forth in the general order. The supervisor can do this by talking to witnesses and collecting information.*

The current policy discusses when deadly force is authorized, when it is not authorized, and the processes that occur with the Deadly Force Review Board after an incident occurs. It does not state what officers must do following the use or threat of deadly force.

Documenting uses of deadly force is important to ensure that all facts are gathered in the immediate aftermath of an incident. The officer, or his or her immediate supervisor if the officer is unable to complete the report, should report use of deadly force just as they report use of less lethal force on the department's AIR and SROC forms. This requirement should be specified in policy so officers are aware of the necessity and importance of this step.

> **Recommendation.** *The general order should include language that requires the officer or his or her immediate supervisor (if the officer is unable to complete the report) to document the circumstances surrounding the use or threat of lethal force and to submit the required forms after such an incident.*

Recommendation *The DPD should clarify the general order to ensure that the department is capturing and reviewing reports on the pointing of a firearm or an ECW at an individual as a threat of lethal force. Pointing a firearm at a subject to gain compliance is a threat of lethal force, and holding officers accountable for that threat of lethal force by documenting and reviewing the incident is a recommended practice. Documenting the pointing of a firearm or ECW can be built into the officer's incident report and does not need to be included on the SROC.*

Throughout the policy, it is stated that an officer shall notify a supervisor immediately after a use of force. Current policy does not require supervisors to respond to critical incidents prior to force being used.

Agencies that immediately dispatch a supervisor to the scene of a critical incident have found that the supervisor's presence can reduce the likelihood that deadly force will be used. While on scene, if appropriate and safe to do so, supervisors can confer with officers to develop an action plan. Supervisory response should be prompt, because there is often a short time frame between when an officer arrives on scene and when force is used. Some agencies train their dispatchers to specifically ask patrol supervisors if they are en route to certain high-risk calls.

Recommendation. *The DPD should add a new section requiring that supervisors immediately respond with officers to any scene where a weapon (including firearm, edged weapon, rock, or other improvised weapon) is reported; where a person experiencing a mental health crisis is reported; or where a dispatcher or other member of the department believes there is potential for significant use of force. If mental illness is a factor in the situation, supervisors who are not specially trained in crisis intervention should coordinate with any officers on scene who are specially trained in this type of response.*

Section X. Deadly Force Review Board

Section X outlines the DPD's use of a Deadly Force Review Board that convenes to investigate all uses of deadly force to "determine if the use of deadly force was or was not within departmental guidelines and policy." The current policy does not explicitly state whether nonfatal uses of deadly force necessitate a review.

It is important for agencies to have a policy requiring rigorous investigations of *all* uses of deadly force, both criminally and administratively, regardless of whether a suspect was killed, wounded, or not injured. DPD policy states that the review board will convene "in every case where deadly force has been used by an officer." The policy should clearly state that the Deadly Force Review Board will convene regardless of whether the officer's actions resulted in injury or death. In addition, all nonfatal and non-contact shooting cases should be discussed with the State Attorney's Office for review to ensure no criminal misconduct was present.

Recommendation. *The DPD should update subsection A in section X to ensure that every use of deadly force incident regardless of outcome is thoroughly investigated. The investigatory focus should be on the officer's intent to use deadly force and should not depend on the outcome. The DPD conducts reviews of every use of force incident in this manner. Adding this language will help clarify those reviews in policy.*

Section XI. Officers assigned to other agencies

PERF found no major issues with this section, with the exception of the strict instruction that "officers will be guided by DPD policy."

Recommendation. *PERF recommends adjusting the policy language to ensure that supervisors and officers working for another law enforcement agency in a jurisdiction outside of Dearborn review the use of force policy for that agency. Officers should understand both department policies and abide by the more restrictive policy.*

Section XII. Motor carrier and reserve officers

PERF found no major issues in this section.

Additional revisions to the policy

Critical incident investigations

Currently, the DPD's use of force policy describes the internal administrative processes for reviewing whether uses of force are within departmental guidelines and policy. It does not include language describing criminal investigations that are separate from administrative reviews.

Recommendation. *The DPD should create a new section detailing the process for the criminal investigation of critical incidents. This can be accomplished either by creating a specially trained internal team or by stating that all uses of force resulting in death or serious bodily injury will be investigated by an outside law enforcement agency with the appropriate resources and expertise.*

Departments should have specially trained personnel who conduct reviews of incidents involving death or serious bodily injury that occur as a result of police action. These incidents are often complex and require special training to investigate. One way to do this is to establish a separate force investigation unit within the agency if there are appropriate resources, expertise, and community trust. Another option is to have an outside agency conduct the review. In response to the recent officer-involved shootings referenced in this report, the DPD used the latter option. This is a good practice that should be explicitly stated within policy.

If an outside agency is selected to investigate critical incidents, policy should clearly outline what portions of the investigation are covered by the external investigator. For example, if an officer is called to a scene for a crime such as a robbery, and the situation eventually results in the officer using deadly force, policy should explain that the predicate crime will be investigated internally and the resulting use of force will be investigated by the outside agency.

This section should also outline the process for conducting internal administrative reviews of uses of force. PERF recognizes the DPD's current process for conducting internal investigations involves waiting until the conclusion of the criminal investigation.

Recommendation. *The DPD should conduct the internal investigation concurrent with the criminal investigation in future incidents. There are many pieces of the internal investigation that can be completed while the criminal investigation is ongoing. The department should strive to complete as much of the internal*

review as possible before the criminal review concludes. Conducting timely investigations of officer-involved shooting cases is critical. For the community, prompt investigations show that the department is committed to transparency. For officers, timely investigations allow the incident to be resolved without undue delay.

In addition, all non–training related discharges of firearms, regardless of whether the subject was struck, should be investigated thoroughly and as expeditiously as possible.

Accessibility of the policy

The DPD's use of force policy is not currently available on its website. Making policies easily accessible to the public demonstrates a commitment to transparency and accountability on the part of the DPD. It also supports the community's ability to engage in informed and thoughtful dialogue with the department on its policies and operations.

Recommendation. *The DPD should make department policies available online whenever possible.*

Reports and documentation

PERF reviewed all of the DPD's use of force cases involving all types of uses of force from December 2016 through March 2017 (all or part of 10 case files). During these administrative case reviews, PERF did not comment on the conclusion of the supervisory reviews or provide feedback on the decisions made in individual cases. Rather, the goal of this review was to look at the internal process to see how the incidents were being documented, the level of detail used to describe the incidents and officer responses, and how the process could be strengthened to ensure that use-of-force reports and supervisory reviews gather as much relevant information as possible. Based on the case review, PERF recommends adjustments to the use of force documentation and review processes.

There were several instances in PERF's review where boilerplate[29] type language was being used, especially to describe de-escalation and verbal direction techniques in section 7 and in the supervisors' justification for the force that was used in section 11. The use of such boilerplate language suggests that officers and supervisors may not be being sufficiently thorough and specific in their reports and instead may be relying on generic, often-used language and phrases that may not adequately and precisely describe the events.

PERF recognizes that the instructions on the report forms emphasize that the narratives should be as descriptive as possible. The DPD provides clear policy direction prohibiting officers from using boilerplate language, but there were instances where this policy direction was not followed. Officers should avoid language that merely cites a general fear for their safety or fear of serious injury. In addition, language such as "I advised the suspect to stop and he ignored the command" should be replaced with a more specific accounting of what was said and how the subject responded. Supervisors should review reports and require officers to rewrite reports that are vague or inconsistent.

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29. This issue of boilerplate language usage, by both officers and supervisors, is a point that is explored in the U.S. Department of Justice's review of the Chicago Police Department: *Investigation of the Chicago Police Department* (Washington, DC: U.S. Department of Justice, 2017), 32, 42–45, https://www.justice.gov/opa/file/925846/download.

Recommendation. *Supervisors and commanders should thoroughly review use of force reports and request written clarification from report writers when they see vague or inconsistent statements or generic, boilerplate language.*

PERF's review noted that several sample reports used boilerplate language to articulate the supervisor's justification for the force that was used, such as "the use of force was reasonable and within policy" without any further detail. Supervisors should provide as much detail as possible when completing their review.

The DPD's forms are eventually reviewed by the chief of police, which is a best practice. During this review, the report should be checked for vague or inconsistent language used by supervisors or officers.

Recommendation. *Similarly, supervisors should avoid using boilerplate language within their supervisory review of use of force reports.*

In many of the DPD's departmental use of force incidents, supervisors either did not interview or did not document interviewing witnesses or suspects. The officer reports are the primary consideration for determining whether the use of force was within policy. When at all possible, supervisors should respond to the scene of a use of force and interview witnesses and suspects. These interviews should be documented in their administrative report reviews.

Recommendation. *As recommended in the use of force policy section beginning on page 31, supervisors should respond to the scene of use of force incidents to conduct an initial investigation of the incident.*

Most use of force situations observed in PERF's case review were for minor misdemeanor offenses. This suggests there may have been opportunities to de-escalate and defuse these situations before they escalated into use of force encounters.

Recommendation. *Supervisors and commanders should carefully monitor the use of force incidents for trends and ensure that whenever it is possible and safe to do so, officers attempted to defuse these situations before having to resort to force.*

Most reports only briefly documented the officer's verbal commands that were given to the subject and did not include a description of de-escalation techniques utilized.

Recommendation. *Supervisors should continuously remind all personnel that the officer's attempts to de-escalate a situation when feasible should be clearly explained in the appropriate section on the SROC report. This information not only provides a more complete description of the individual incident under review but can also help supervisors and trainers to assess whether certain verbal commands and techniques are helpful or unhelpful in defusing incidents.*

Internal reviews and accountability systems

While all departmental use of force incidents are ultimately reviewed by the chief, the DPD does not have internal or external quality control systems to ensure that incidents are being consistently and rigorously reviewed. The following recommendation seeks to strengthen how use of force cases are reviewed and ensure that policies are consistently carried out in practice.

> **Recommendation.** *The DPD should create an internal critical incident review panel that includes the patrol commander, training lieutenant, and one or two other command officials to review critical incidents, including line-of-duty deaths, use of service weapons, and cases involving serious bodily injury. This panel would review the incident and the subsequent investigation for any matter related to policy, equipment, and training, in addition to ensuring the completeness of the investigation.*
>
> *Alternatively, the Deadly Force Review Board (discussed earlier) could be revised to act in this capacity. Historically, the DPD has experienced few incidents that would be referred to the Deadly Force Review Board. The roles of this board could be expanded to bring the group together more frequently (e.g., quarterly or three times each year) to review critical incidents and serious use of force reports as described earlier.*
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> *Some agencies have even established an external after-action review process for critical incidents, including line-of-duty deaths, cases involving serious bodily injury, and major Internal Affairs cases. For these reviews, PERF recommends contracting with an outside, independent, qualified individual with knowledge of the criminal justice system and policing, such as a retired prosecutor or judge. This reviewer could look at all cases periodically (either quarterly or every six months) and provide an overview of concerns and recommendations.*
>
> **Recommendation.** *The critical incident review panel should also conduct routine audits of a sample of other use-of-force case reports to ensure that all use of force incidents are being thoroughly and consistently reviewed by supervisors. These reviews could be conducted either quarterly or every six months, and the panel could provide a summary of its findings and any recommendations for improvement to the chief of police. In some cases, this panel could provide direct feedback to supervisors or request that specific incidents receive additional review or follow up.*

Whether the DPD elects to use an internal panel or an external reviewer, these systems could be used to assess administrative and criminal investigation findings to ensure that the department maintains transparency and accountability regarding use of force. This type of approach also serves to identify any potential issues, lessons learned, and recommendations for improving use of force policy, training, equipment, and practice.

Training

DPD officers receive three types of training: (1) the basic training required of all police recruits in Michigan, (2) additional training of newly hired officers provided by the DPD, and (3) annual in-service training provided by the DPD.

In 2015 and 2016, the department revised, updated, and added training on use of force to reflect best practices and standards. As part of the CRTA program, PERF reviewed the basic, new-hire, and in-service training curricula to assess the extent to which these trainings align with best practices. The following recommendations are designed to help the DPD continue to advance its practices and keep its training up to date and consistent with department policies.

Basic and in-service training overview

Basic and new-hire training

In Michigan, all police recruits must attend a regional Basic Training Academy approved by MCOLES.[30] The state outlines three options for attending one of the academies approved by MCOLES:

1. Individuals apply to and become employed by a law enforcement agency and attend the basic training as an employed individual (departments will pay for training in these cases).

2. Individuals enroll directly into the basic training prior to being employed (individuals pay for training in these cases).

3. Individuals enroll into a two- or four-year "track" program at an approved college or university, where they will receive a degree and the mandatory academy training (individuals pay for this training themselves).[31]

Because of budgetary constraints, many departments in the state of Michigan hire applicants only after they have attended the academy (options 2 and 3). The DPD is one of the few departments that pays for recruit training via option 1.

At a minimum, the regional approved academies are required to teach a 594-hour curriculum and can add additional content as approved by the state.[32] After successful completion of the academy, recruits must pass a licensing test with the state before beginning employment at a police department.

In Dearborn, once candidates successfully become licensed and begin at the DPD, they complete a 10-day new-hire training to become acquainted with the DPD and its values, policies, and procedures. New hires also receive additional training on different topics, such as verbal de-escalation (discussed in more detail in the following sections) and less lethal options used by the department, such as basic defensive tactics, the department's chemical spray (Freeze +P), and the collapsible baton.

In-service training

MCOLES requires that departments provide 24 hours of in-service training to patrol officers per year. Firearms training is the only mandated element; the other hours can be used as each department deems necessary. The DPD requires each officer to participate in three days of in-service training at the beginning of the year. Multiple three-day sessions are held in January through March to ensure all officers have the opportunity to complete the training. 2017 in-service training included the following:

- Classroom and practical exercises on responding to a barricaded gunman, responding to a suicidal subject, active shooter response, and self-aid/buddy-aid care (tourniquets)
- Simunition scenarios: barricaded gunman, suicidal subject, and active shooter

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30. MCOLES, "General Information on How to Become a Law Enforcement Officer," State of Michigan, accessed April 9, 2018, http://www.michigan.gov/mcoles/0,4607,7-229-41624-150154--,00.html.

31. MCOLES, "General Information" (see note 30).

32. MCOLES, *2015 Annual Report: Advancing Professionalism in Public Safety* (Lansing, MI: Michigan Commission on Law Enforcement Standards, 2016), 14, https://www.michigan.gov/documents/mcoles/MCOLES_AR15_552016_7.pdf.

- Updates from the chief, legal, crime lab, narcotics, CICSU (Critical Incident and Community Support Unit), Accident Investigation Bureau, Detectives Bureau, and First Step (center for sexual assault and domestic violence assistance)

- Firearms qualification

- Traffic/felony stops

In 2014, the DPD began an effort to increase its in-service training while minimizing the number of hours officers needed to be out of service. In 2015, the DPD implemented online training through LearnCom.[33] This format has allowed for training throughout the year instead of being limited to three days at the beginning of the year.[34] Officers are required to complete courses on different topics quarterly. Officers typically do not complete the online training during their shifts, but if the training has not been completed by the end of the quarter, supervisors may pull officers from their shifts to complete the training. Using this approach, the DPD was able to provide an additional 11 hours per officer of training in 2015 and 16 additional hours per officer in 2016.

Topics covered in 2016 and the first quarter of 2017 include the following:

- Use of force

- Interpersonal communications

- Warrant for digital information on a cell phone

- Handling and disposition of prescription pills and medications

- Ethics

- Cultural diversity

- Blood-borne pathogens

- Officer killed statistics, traffic stop safety, officer safety, and legal updates

In 2015, the department also worked with Vistelar to create a verbal de-escalation" course for officers. This course has an eight-hour and a four-hour session, and all officers were required to pass the four-hour block provided in in-service training. The department is currently in the planning stage of rolling out the full eight-hour course to all department personnel.[35] These concepts are also continually presented in online training and to newly hired officers during their introductory training.

In addition, the DPD is in the process of sending all officers to a weekly workshop, which occurs over a seven-week period on alternatives to violent force (AVF), offered by the University of Michigan-Dearborn.[36] This course explores different areas important to de-escalation and communication including the importance of life; distance, cover, time; and assisting persons with mental illness.

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33. "LearnCom Law: Public Safety Training," LearnCom, accessed April 9, 2018, http://www.learncom.biz/law/.

34. This additional training time throughout the year is an important step. PERF would also recommend expanding the DPD's in-service potential by continually reinforcing the topics learned in in-service and online training in roll call trainings year-round to ensure officers are practicing and using those concepts.

35. PERF recommends any de-escalation training include scenario exercises. This is discussed in more detail on page 29.

36. "Alternatives to Violent Force," University of Michigan-Dearborn, accessed April 9, 2018, https://umdearborn.edu/casl/life-casl/learning-community/alternatives-violent-force.

Training recommendations

The DPD has updated training in many ways in the past few years. To continue to refine these new training efforts and institutionalize the concepts in the department, PERF recommends the following:

The DPD needs a stronger focus on de-escalation and communication tactics in new-hire and in-service training. Currently these are taught as distinct training topics. Through the incorporation of the online verbal de-escalation course, the DPD has made positive strides recently to include more training on de-escalation and communication. Sending officers to the AVF course is another example of these efforts. The department needs to continually reinforce the skills and principles officers are learning in these courses to demonstrate the value that the department places on using these skills, and to ensure they are being institutionalized and practiced regularly.

These principles need to be integrated in training and institutionalized throughout the department.

> **Recommendation.** *The DPD should explore ways to integrate the concepts from the University of Michigan-Dearborn AVF course into in-service and ongoing training. De-escalation and communications should not be taught in separate "training silos." Rather, these concepts should be incorporated into almost every training course, especially those that focus on tactics. Policies and procedures should ensure that de-escalation and communications are reinforced throughout the department.*

The DPD currently trains using a selection of scenarios, such as a barricaded gunman and an active shooter. The department should expand the scenarios to include a range of other situations officers may face on a daily basis, especially those involving persons experiencing a mental health or behavioral crisis. Training scenarios should use realistic and challenging situations that officers are likely to encounter on a regular basis in the field. They should be based on real-life situations and use encounters that officers in the agency have recently faced. Scenarios should provide for a variety of possible outcomes beyond "shoot-don't shoot" situations, including scenarios in which tactical communications, crisis recognition and response, de-escalation, operational safety tactics, and use of less lethal options are most appropriate. Scenario-based training focused on critical decision-making should be integrated with officers' regular requalification on their firearms and less lethal equipment.

> **Recommendation.** *The DPD should incorporate more scenario-based training into new-hire and in-service trainings. The concepts from the AVF course can be demonstrated in these scenarios, as can verbal de-escalation and other principles officers are taught in other training sessions.*

Existing new-hire and in-service training does not provide officers with a systematic way of thinking through options and making critical decisions, especially related to use of force. The Critical Decision-Making (CDM) model is based on the United Kingdom's National Decision Model, which has been in place and used effectively for years. The CDM is an adaptation of that model and is a tool that can be used throughout the department in any situation requiring critical thinking and decision making, including during critical incidents.

The CDM is a five-step model that is designed to meet the needs of U.S. police agencies looking for a better way to teach officers critical thinking skills in various situations as well as how to make effective and safe decisions (see appendix).

The model is rooted in police ethics, agency values, and importance of human life. All components of the model flow from this core set of principles. The thought processes within the CDM are similar to what many police officers already employ daily. The CDM provides a structure for working through the decision-making steps that should be considered and ensuring that officers consider all of the relevant questions, including questions about the nature of the incident, the person or persons who are involved, previous incidents at the same location or involving the same people, whether the officer needs to take immediate action, any threats or risks, the legal authority and policies governing the officer's actions, defining what the officer intends to achieve in responding, identifying options, and choosing the best option in light of safety, proportionality, and other criteria. The CDM also helps officers to re-evaluate dynamic situations as they unfold and conditions change, and it helps them to clearly articulate their decision-making process after the fact, in routine reports or after-action reviews and investigations.

> **Recommendation.** *The DPD should implement and train all officers on the CDM model.[37] The AVF course offered by the University of Michigan-Dearborn teaches the CDM during one of its seven workshops, so all officers will be exposed to the basics of the model. PERF recommends that the DPD consider institutionalizing the CDM in policy, training, and practice after all officers complete the AVF course. This model will aid officers' decision-making, especially in critical incidents.*

> **Recommendation.** *The DPD should consider using the resources available in PERF's Integrating Communications, Assessment, and Tactics (ICAT) training guide to implement these recommendations.[38] The ICAT training guide covers each of these recommendations, and all training materials are free of charge and can be modified specifically to the DPD's needs.*

Supervision of the training unit by a command-level official helps to ensure that policy and training are consistent with each other and that trainers are effectively and consistently delivering the desired content and messages to DPD personnel. Training is a key link between policy and practice and must continue to be a command-level focus within the department. There needs to be a greater command-level emphasis on supervision and oversight of the training unit.

> **Recommendation.** *The DPD should place a lieutenant or other official in charge of training to continually ensure that the training provided is relevant, up to date, and in line with department policies and national best practices. This oversight position would also increase officers' perceptions of the importance of training in the department.*

An executive-level representative should audit new-hire training and in-service trainings periodically to determine whether training is up to date and reflects the agency's mission and values.

> **Recommendation.** *Training should also be reviewed at the executive level on an ongoing basis to ensure the training is aligned with department values and policies.*

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37. For more information on PERF's CDM, see *Guiding Principles*, 79–87 (see note 18).

38. For more information on ICAT, see "Integrating Communications, Assessment, and Tactics," Police Executive Research Forum, accessed April 9, 2018, http://www.policeforum.org/icat.

4. Recruiting and Hiring

Having a diverse workforce is a key component of building community trust and developing effective police-community partnerships. As law enforcement agencies are embracing this principle, they are making important changes in how they recruit, hire, and train officers to better serve their diverse communities. However, establishing and maintaining a diverse work force is challenging, and many agencies continue to struggle with achieving diversity in their ranks.

Agencies in major metropolitan areas typically serve more diverse communities than agencies in smaller cities and rural areas. This diversity, in turn, provides greater opportunities for recruiting a candidate pool that is representative of the community. However, the vast majority of the 12,000 local police departments in the United States are outside major metropolitan areas.[39] These agencies face significant challenges in achieving diversity in their workforces because the pool of minority candidates is small and competition is often fierce.

These challenges are exacerbated when agencies lack competitive salaries, benefits structures, or opportunities for upward mobility in the department. Sometimes, the basic requirements for candidates—not just physical, psychological, and background assessments, but also factors such as visible tattoos and past marijuana use—can narrow the applicant pool and increase the already tight competition for qualified minority candidates among agencies in a region. Some departments face additional challenges in recruiting because of poor police-community relationships, historically negative community perceptions of the police, or even fear of the police—particularly in some minority and immigrant communities.[40]

In jurisdictions where there is a strong bond, mutual trust, and effective communications between the police and the communities they serve, there is usually greater community support to address crime. In general, having a diverse workforce improves mutual trust and understanding. For example, a police force that includes women, people of color, and officers of different cultures who speak multiple languages can help the department navigate cultural and religious issues and help reduce tensions between the police and the community.[41] The benefits of these relationships highlight the importance of hiring the right individuals who reflect the diversity of the community and who can build trust and engage in effective communications.

39. According to the Bureau of Justice Statistics, "More than 12,000 local police departments were operating in the United States during 2013. A local police department is a general purpose law enforcement agency, other than a sheriff's office, that is operated by a unit of local government, such as a town, city, township, or county. Tribal police are classified as local police in Bureau of Justice Statistics (BJS) data collections.""Local Police," U.S. Bureau of Justice Statistics, last modified April 17, 2018, https://www.bjs.gov/index.cfm?ty=tp&tid=71.

40. Kevin P. Morison, *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success* (Washington, DC: Office of Community Oriented Policing Services, 2017), https://ric-zai-inc.com/Publications/cops-w0831-pub.pdf, James E. Copple, *Law Enforcement Recruitment in the 21st Century: Forum Proceedings* (Washington, DC: Office of Community Oriented Policing Services, 2017), https://ric-zai-inc.com/Publications/cops-w0830-pub.pdf.

41. Caitlin Gokey and Susan Shah, eds., *How to Support Trust Building in Your Agency*, Police Perspectives: Building Trust in a Diverse Nation no. 3 (Washington, DC: Office of Community Oriented Policing Services, 2016), https://ric-zai-inc.com/Publications/cops-p346-pub.pdf.

Demographics of local police departments, 2013

The Law Enforcement Management and Administrative Statistics (LEMAS), compiled by the Bureau of Justice Statistics (BJS), documents the demographics of local police departments in the United States. Findings from the most recent survey, conducted in 2013, indicate that there were approximately 12,000 local police departments that employed approximately 477,000 full-time sworn personnel. Approximately half (48 percent) of these departments employed fewer than 10 officers, yet more than half (54 percent) of all local police officers were employed in larger jurisdictions with 100,000 or more residents. Of the 12,000 local police departments, only 3.6 percent of departments serve populations of 50,000–-99,999 (the size of Dearborn); however, these departments employ 10.6 percent of the nation's total full-time local sworn personnel and 11.4 percent of full-time civilian staff.[42]

Departments serving larger jurisdictions were more diverse than smaller ones, but overall diversity has increased in all categories since 1987. The 2013 LEMAS survey found that approximately 12 percent of local police officers were women, and 27 percent were members of a racial or ethnic minority. (In 1987, by contrast, less than 8 percent of officers were women and just less than 15 percent were racial or ethnic minorities.) An estimated 58,000 female officers and 130,000 minority officers were employed by local agencies in 2013, representing increases of 31,000 (up 115 percent) and 78,000 (up 150 percent), respectively, since 1987. In 2013, almost one in 10 (9.7 percent) of the officers serving populations of 50,000–99,999 were women, and close to one in five (19.6 percent) were an ethnic or racial minority.[43]

Diversity in Dearborn

The City of Dearborn and the DPD are committed to creating a diverse police department that is responsive to its constituents and best reflects the diverse communities it serves. As part of PERF's assessment, the DPD specifically requested both a review of the department's recruiting and hiring processes and assistance in creating a strategy to further diversify the department while continuing to identify and hire the best possible candidates.

Dearborn's base population estimate is 98,146.[44] However, its average daytime population may increase by more than 50 percent as a result of people commuting to work in Dearborn.[45] Tourists and individuals who come to shop or attend school at the local universities further add to the population.

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42. Brian A. Reaves, *Local Police Departments, 2013: Personnel, Policies, and Practices* (Washington, DC: Bureau of Justice Statistics, 2015), https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf.

43. Reaves, *Local Police Departments, 2013* (see note 42).

44. "Dearborn, Michigan," City-Data.com, accessed June 28, 2017, http://www.city-data.com/city/Dearborn-Michigan.html.

45. *City of Dearborn* (Dearborn, MI: Dearborn City Government, n.d.), http://www.cityofdearborn.org/documents/city-departments/public-information/city-publications/106-dearborn-fast-facts/file.

DPD demographics

The DPD experiences many of the same challenges and issues with recruiting and hiring new officers as other mid-sized agencies nationwide. While the city's static population is almost 90 percent White, [46] its daily influx of commuters, proximity to Detroit, large local business and university communities, and significant Arab-American population create unique policing needs that make recruiting and hiring much more critical to the success of the department.

Achieving greater diversity by hiring more Arab-American officers is a particular challenge for the DPD. Although Dearborn's resident population is approximately 30–40 percent Arab American,[47] fewer than 10 percent of DPD officers (16 of 189) are Arab-American (see table 2 on page 34 for a demographic breakdown of DPD's sworn full-time personnel as of May 2017).

Another challenge is recruiting and hiring African-American officers. While Dearborn's African-American resident population is relatively small (4.0 percent), this number grows substantially each day with the influx of commuters, students, tourists, and others. Many come from nearby Detroit, which is the largest city in Michigan, with an estimated population of 713,777, 82.7 percent of whom are Black or African American.[48] So although the percentage of DPD officers who are African American (6.3 percent) is greater than the percentage of African Americans in the resident population (4.0 percent), African-American officers are likely underrepresented in the DPD when the full daytime population of Dearborn is factored in.

Community perspectives and comparative data

During the assessment, PERF met with Dearborn community members, including residents of both Dearborn and Detroit, to gather input on the community's perception of the DPD's diversity and its recruiting and hiring efforts. Focus group participants were generally satisfied with the services provided by the department and voiced support for Chief Haddad, but they also agreed that the city could benefit from a more diverse department. Specifically, because the demographics shift so dramatically from the resident to the daytime population, focus group participants wished to see a greater reflection of the daytime population as well as additional officers who understand the unique cultures that thrive in Dearborn.

PERF also compared the DPD's current demographics to local Dearborn population data and national officer demographic data (see tables 3 and 4). In many ways, DPD is representative of its resident community and comparable to local police departments nationally. However, there is room for DPD to continue to diversify, and many of the stakeholders interviewed expressed a desire for the department to more closely reflect the communities it serves—both resident and daytime populations.

46.   G. Patricia de la Cruz and Angela Brittingham, *The Arab Population: 2000* (Washington, DC: U.S. Census Bureau, 2003), https://www.census.gov/prod/2003pubs/c2kbr-23.pdf; Chavan, "Dearborn, Michigan: America's Muslim Capital" (see note 7).

47.   Census estimates from 2000, the last time the census included a question about ancestry, suggest 30 percent of the population is Arab American; the 2006–2011 American Community Survey estimates that by 2015 the actual percentage was closer to 40 percent of the Dearborn population.

48.   "QuickFacts: Detroit city, Michigan," U.S. Census Bureau, accessed July 4, 2017, https://www.census.gov/quickfacts/fact/table/detroitcitymichigan/PST045216.

Table 2. Dearborn Police Department sworn personnel demographics, May 2017

Demographic	Men	Women	Total	% of Dearborn Police Dept.
White	137	16	153	81
Black	10	2	12	6
Hispanic*	3	1	4	2
Asian or Pacific Islander*	1	0	1	1
American Indian/ Alaska Native	3	0	3	2
Arab-American*	14	2	16	8
Total	168	21	189	100

* In DPD post-hiring intake interviews, "Hispanic" includes Mexican, Puerto Rican, Cuban, and other Spanish culture or origin. "Asian or Pacific Islander" includes people of the Far East, including Southeast Asia and the Pacific Islands. "Arab American" includes those from Jordan, Lebanon, Syria, Iraq, Egypt, and other Near East countries.

Source: Dearborn Police Department, Demographics, provided by the Dearborn Police Department, Office of the Chief of Police, May 2017

Table 3. Gender comparisons in Dearborn and other police departments, 2013

Demographic	% Dearborn Police Department	% City of Dearborn	% Comparison 2013, all local U.S. police departments	% Comparison 2013 local U.S. police departments serving populations 50,000–99,999	% Comparison 2013 local U.S. police departments serving populations 100,000–249,999*
Male	89	49	88	90	88
Female	11	51	12	10	12
Total	100	100	100	100	100

* This population category is included because it reflects Dearborn's likely daytime population, including commuters, students, tourists and others.

Source: Dearborn Police Department, Demographics, provided by the Dearborn Police Department, Office of the Chief of Police, May 2017; Reaves, *Local Police Departments, 2013* (see note 42)

Table 4. Race and ethnicity comparisons, Dearborn and other police departments

Demographic	% Dearborn Police Department	% City of Dearborn	% Comparison 2013, all local U.S. police departments	% Comparison 2013 local U.S. police departments serving populations 50,000–99,999	% Comparison 2013 local U.S. police departments serving populations 100,000–249,999*
White	81	89	73	80	74
Black	6[†]	4.0	12	8	12
Hispanic/Latino	2[†]	3	12	9	11
Asian or Pacific Islander	1[†]	2	2	2	3
American Indian/ Alaska Native	2	0	1	0	0
Arab American	9[†]	30–40 (est.)			

* This population category is used because it reflects Dearborn's likely daytime population, including commuters, students, tourists and others.

† Potential areas of focus for recruiting efforts

Source: Dearborn Police Department, Demographics, provided by the Dearborn Police Department, Office of the Chief of Police, May 2017; Reaves, *Local Police Departments, 2013* (see note 42)

Recruiting and hiring process

As part of this assessment, PERF interviewed Chief Haddad and his command staff; personnel within the department's Office of Training and Development, which is responsible for overseeing both training and recruiting efforts; and officers of varying tenure (from new hires to individuals with decades on the force). The purpose of these interviews was to assess current strategies and to develop recommendations to strengthen the overall recruiting and hiring process. PERF also reviewed documents provided by the department regarding its current recruiting and hiring practices.

DPD personnel reported that the department has undertaken many recent efforts to improve and facilitate the recruiting and hiring process, attract more diverse candidates, and engage a wider audience. Recent efforts to improve recruiting have included expanding community collaborations and outreach and build-ing strategies for using social media. The DPD has worked to improve hiring by compressing timelines and

streamlining steps in the process. Personnel have also identified other new and innovative ways to expand the department's reach, including new advertising campaigns and attending different job fairs. (See appendix for a full list of the DPD's recent recruiting and hiring initiatives.)

Recruiting

The following recommendations aim to help the DPD document and refine its recent efforts to ensure consistency and to broaden the outreach and overall impact of its recruiting process.

Strategic plan

The DPD does not have an overall strategic recruiting plan. Recent initiatives are important and need to be formalized and carried out consistently. For example, based on the department's current demographics and the comparative data analysis, the DPD's efforts should focus heavily on increasing the number of women in the department, particularly women of color. This is an area that most, if not all, local police departments need to address. Other recruiting priorities may include reaching Black or African-American and Hispanic/Latino candidates to better reflect the diversity coming into the city and additional Asian- and Arab-American candidates to better match the city's base demographics.

Developing a formal strategic plan will assist the department in clearly defining its goals, prioritizing the strategies needed to increase diversity and improve its recruiting and hiring process, and ensuring that these activities take place in a consistent manner.

> **Recommendation.** *The DPD needs to codify the key activities and principles underlying its new recruiting and hiring practices into an official recruiting and hiring strategic plan for the department. This strategic plan should be routinely assessed and updated (or incorporated into the department's overall strategic plan).*

> **Recommendation.** *The DPD should establish recruiting and hiring goals for the foreseeable future during the strategic planning process, and the strategic plan (and the recruiting and hiring budget) should reflect these goals. The plan should state how the DPD will document and monitor its progress in meeting these goals.*

> **Recommendation.** *The DPD should add the important principles and practices underlying the recruiting and hiring strategic plan into department policy to ensure that all staff understand the importance of efforts to attract a diverse, qualified workforce.*

Personnel responsible for recruitment

Assigning dedicated personnel for recruiting and hiring would strengthen the efforts the DPD has in place. Currently, personnel assigned to training are also responsible for many of the recruiting and hiring efforts. Having dedicated personnel will assist the department in clearly defining and articulating the steps it is taking to increase diversity and to improve its recruiting and hiring process. This unit would

focus entirely on recruiting and hiring efforts and prioritize and document the efforts based on the department's strategic plan. The department has not assigned responsibility for recruiting and hiring efforts to a command-level staff member.

Recommendation. *The DPD should assign direct responsibility for recruiting and hiring to a member of the department's command staff to ensure that policies and practices spelled out in the strategic plan are followed and routinely assessed and that there is a clear line of command-level accountability for owning and institutionalizing the concepts in the department.*

The DPD's recruiting team comprises a small number of officers. Many of these officers are also assigned training responsibilities. This limits the events the DPD can attend and the personnel who can participate in recruiting events.

Recommendation. *The DPD should designate a small unit within its Office of Training and Development to focus specifically on recruiting and hiring. This unit would be dedicated to developing and carrying out the department's strategic plan.*

The DPD currently has a small group of officers who attend job fairs and visit college campuses. During the technical assistance work, PERF heard from DPD personnel who expressed an interest in being more involved in DPD recruiting efforts. Specifically, the DPD could expand its recruiting team by using a "plug-and-play" approach, where different teams of officers can be sent to recruiting events based on needs and demographics of the event. By diversifying the recruitment team, there will be more opportunities for prospective hires to "see themselves" at the DPD. This should contribute to the diversification of the department.

Recommendation. *The DPD should expand the overall involvement of all department personnel in its recruiting efforts.*

Dissemination of recruitment information

DPD personnel also expressed a desire for more information about recruitment efforts. The DPD should identify ways to effectively disseminate information regarding messaging and recruiting efforts internally. Involving more members of the department in recruiting efforts will also help to inform the rest of the department about current and planned efforts, and enable all personnel to engage in impromptu recruiting when opportunities arise in the field.

One way this may be accomplished is through the creation of a one-page trifold brochure that describes the mission and values of the DPD, key assets of the City of Dearborn, and the benefits of joining the DPD. One-page brochures are easily mass-produced and can be used in many venues for recruiting efforts.

These brochures can be given to all department personnel both to educate them on department messaging and recruiting efforts and to enable them to support informal recruiting as part of their daily work in the community.

> **Recommendation.** *The DPD should identify ways to effectively disseminate information regarding recruiting efforts internally.*

> *The DPD does not have consistent messaging for its recruiting efforts or an organized media strategy. Positive messaging should be used consistently and highlight the department's mission and vision as well as the uniqueness of the city and the various communities it serves. The goal of this messaging should be to define the DPD's core values and the benefits of joining the department, to distinguish it from other police agencies in the region.*

> **Recommendation.** *The DPD should engage in an organized effort to develop positive messaging for the agency and a media strategy for disseminating recruiting and hiring information to the target audiences.*

For agencies to be successful in recruiting and hiring, it is critical that key information about the process be readily available in one location for potential candidates. A dedicated section on the DPD's website can provide such an anchor. The section could both amplify the DPD's mission and vision and provide important logistical information about the recruiting and hiring process, minimum requirements, and upcoming recruitment events.

Like the printed brochures recommended earlier, the web page would help inform both external and internal audiences about recruiting and hiring. It would also serve as a location for interested candidates who see recruiting messages through other media, such as advertising, print materials, and social media, to get additional information. The recruiting and hiring page should be updated regularly and featured prominently on the home pages of both the DPD and the City of Dearborn. Once the web page is established, the DPD and the city could consider beginning to automate some elements of the recruiting and hiring process through the website.

> **Recommendation.** *The DPD should create a dedicated section on the department's website to anchor its messaging on recruiting and hiring.*

> **Recommendation.** *The DPD should develop an organized media strategy for disseminating these messages. Depending on the demographics of the target audience, this strategy may include social media and print, radio, television and outdoor advertising.*

The DPD should consider external partnerships as part of this recommendation. For example, local colleges and universities may be willing to help develop these messages and strategies and to disseminate the information. This would also provide the DPD personnel an opportunity to get to know the faculty and students better and perhaps identify candidates from other fields such as social sciences, marketing, and communications (among others), who may not have previously considered a career in policing.

The DPD should also reach out to the local business community to assist in messaging for the department. Professionals in the field of marketing, commercial advertising, printing, and graphics could be approached for help in creating recruitment campaigns and producing materials. Some of these organizations may be willing to donate time and resources to assist with recruiting efforts, and local media outlets may be willing to provide advertising at a free or reduced rate.

Given the number and diversity of schools and military facilities in the Dearborn area, these institutions can provide a robust and valuable source of potential officer candidates. The DPD should focus on these institutions in a thoughtful, coordinated way. Outreach tracking should also include ways to assess how often these entities are contacted; what events the department participates in; and which specific outreach methods, events, and locations are the most fruitful. Statistics should be captured as to the effectiveness of these approaches and would include data for each region regarding applicant inquiries, applicants tested, applicants from each specific military base and university, pass/fail rates, etc.

> **Recommendation.** *The DPD should create an organized, cohesive approach for targeted outreach to colleges, universities, high schools, and military facilities. This approach should be articulated in the strategic plan so outreach efforts are tracked, organized, and assessed.*

DPD personnel should leverage the department's relationships with local faith-based leaders to identify both outreach opportunities and potential candidates. For example, DPD personnel could visit each congregation or religious institution on a regular basis or could attend specific group events to engage those communities in outreach and recruiting efforts. Engaging local imams can be a productive way of reaching more Arab-American officer candidates because of the considerable percentage of Arab-Americans in Dearborn who practice Islam. The DPD currently has strong relationships with several local imams, and the department can leverage those existing relationships to specifically focus on reaching officer candidates.

> **Recommendation.** *The DPD should expand recruiting efforts by building on its close relationships with the faith-based leaders in Dearborn.*

These outreach efforts should also be tracked in order to assess the efficacy of different approaches and to ensure these efforts are maximized.

Hiring

In 2014, the DPD took a number of steps to increase the efficiency of the hiring process to facilitate the hiring and retention of the most qualified applicants. For example, one of the first changes the department made was to contract with a third-party background check company to enhance the DPD's ability to quickly review applicants without overburdening current personnel.

These efforts build on the already attractive package that the DPD and the City of Dearborn offer to potential candidates. The DPD is in the top one-third of agencies in Michigan in terms of police patrol officers' annual base salary,[49] and Dearborn offers an extremely competitive benefits package. In addition, the DPD is one of the few departments in the state that will still hire applicants first and then send them to the training academy. Other agencies require that candidates complete academy training before they will be considered for hire.

The following recommendations are designed to help the DPD continue to enhance the efficiency of its hiring process and its image as a desirable agency to join and in which to establish a career.

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49. "Michigan Police Patrol Officer Salaries," Salary.com, accessed June 28, 2017, http://www1.salary.com/MI/police-officer-salary.html.

Hiring process

The DPD's hiring process is still lengthy, and there are additional steps that could be considered to further refine the process. The DPD has made efforts to decrease the time it takes to hire an applicant. In an ideal situation, the process could take as little as four months from test to hire. However, discussions with department personnel indicate the actual time ranges from six months to one year. This time frame is in line with the average for most mid-size to large agencies across the nation.[50] While this is average, many would agree the process is still long. Michigan is short 4,000 police officers,[51] so competition is high across the state, making it important for the DPD to have an efficient, competitive process.

The DPD follows a civil service hiring process, and PERF recognizes this can constrain and slow down the process, outside of the control of the department. The DPD should work to address the components within its control to aid in speeding up the process. Automating the process and working toward a paperless system can reduce the amount of time it takes for applicants' papers to move from one step to the next and protect against important paperwork getting misplaced.[52]

> **Recommendation.** *The DPD should consider automating the hiring process and work toward a paperless system. This would speed up the entire process, streamline departmental review of applications, and aid in tracking and ranking candidates.*

Reviewing the hiring process would help ensure test questions are relevant, applicable, and up to date. In addition, some departments are doing away with standardized tests and moving toward testing skills and abilities related to reality-based policing situations and built-in scenarios.[53] Other agencies, such as Police Scotland and the Metropolitan Nashville (Tennessee) Police Department, have replaced standardized tests for recruit applicants with an assessment center process much like the one many agencies use for internal promotions.[54] These types of approaches replace less relevant, non-police related questions with assessments of problem solving, communications, and other skills more closely related to the daily work of policing. The DPD should explore the possibility of implementing a similar approach.

The DPD should also consider establishing a focus group of some of its highest-performing officers and recruits to discuss the hiring process, the challenges they faced, and opportunities for improvement to help ensure the department is selecting the best-qualified candidates.

> **Recommendation.** *The DPD should conduct a thorough review and assessment of the testing process and applicant results to analyze why some applicants fail to appear for the test, why some underperform, and why some drop out of the process after they have started.*

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50. Morison, *Hiring for the 21st Century Law Enforcement Officer*, 30 (see note 40).

51. Michigan Commission on Law Enforcement Standards, *Report of the Michigan Commission on Law Enforcement Standards: Fostering Public Trust in Law Enforcement in Michigan—Commission Findings and Recommendations* (Lansing, MI: Michigan Commission on Law Enforcement Standards, 2017), 54, http://www.michigan.gov/documents/mcoles/Fostering_Public_Trust_in_Law_Enforcement_May_1_2017_575657_7.pdf.

52. The Metropolitan Police Department in Washington, D.C., successfully moved to an automated system that helped decrease processing time. Morison, *Hiring for the 21st Century Law Enforcement Officer*, 38–39 (see note 40).

53. Tom Dunkel, "In Pursuit," *The Washington Post Magazine* (October 2, 2016), accessed June 28, 2017, http://www.tomdunkel.com/files/Police_Recruits_WaPo_compressed_2.pdf.

54. *Guiding Principles*, 114–115 (see note 18).

Officer incentives and benefits

The DPD provides a number of benefits for officers, but there are areas where these benefits can be enhanced.

Departments across the country provide a variety of incentives and benefits to officers. The DPD could explore some of the incentives provided by other departments to ensure it is remaining competitive. Specifically, the DPD should consider the following:

- Monetary or time compensation for DPD personnel who recommend someone who is successfully hired (for example, the employee could receive four to eight hours of compensatory time or $100 per successful referral)

- Housing incentives for new recruits or transfers for their first year in Dearborn

- Relocation benefits to aid in the move to Dearborn

- Language skills pay for officers fluent in other languages (for example, a stipend each pay period for officers certified fluent in any language other than English)

Recommendation. *The DPD should review its current pay and benefits packages and explore potential additional incentives that will help in recruiting and retaining officers.*

Promotions

The DPD requires eight years of experience at the DPD before officers are eligible to test for a promotion to sergeant.

The current requirement for officers to have eight years of experience before testing for a promotion (seven years for individuals with a master's degree), even for lateral transfers, may be deterring potential candidates. The strict time-in-grade requirement also means that new hires cannot move up through and diversify the higher ranks of the department as quickly as the DPD may want. PERF understands that this is a negotiated matter and requires collaboration with the union, but this should be a key area of focus for the department.

Recommendation. *Continue exploring ways to reduce the number of years of experience required for officers to test for a promotion to sergeant.*

5. Community Engagement

Effective community engagement by law enforcement agencies builds trust and improves communications with the community. In turn, mutual trust and better communications result in increased information sharing between police and residents.[55] When there is engagement and trust, community members are often more willing to report crimes, provide information such as tips about gangs and illegal weapons, and assist the police department in its efforts to fight crime. In addition, issues or concerns that residents have with police service are often more quickly acknowledged and addressed when these relationships are in place.

The DPD understands the value of engaging and working collaboratively with the community to achieve mutual crime and safety goals. Chief Haddad has made these efforts a significant part of the department's mission under his leadership. During its assessment, PERF observed generally strong support for the DPD voiced by many Dearborn community stakeholders—a validation of the department's efforts to connect with residents.

While police-community relationships in Dearborn are mostly strong, PERF did identify the following ways in which the department's efforts to build community partnerships could be expanded even further.

Partnerships

The DPD has many partnerships in place, and the chief is routinely meeting with various constituents in the community.

Currently, outreach efforts are determined by the schedule and personal availability of the police chief. PERF recommends that these efforts be formalized and structured and that responsibility for this outreach include other department leaders, including command staff and supervisors. Expanding the responsibility for outreach will institutionalize the practices and create shared responsibility among department leaders for community engagement efforts. This will ensure that important community relationships transcend police administrations or other leadership or supervisory changes within the department. This will also enhance the succession planning efforts of the department as Dearborn's future police leaders become more comfortable working with various community groups and stakeholders.

> **Recommendation.** *The DPD should formalize these efforts by incorporating them into the department's routine business practices; that way, community engagement efforts will become institutionalized and carried out in a structured, more comprehensive and routine manner.*

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

Chief's Advisory Council

By establishing a Chief's Advisory Council (CAC), Chief Haddad and the DPD can host regular meetings to exchange information with a diverse stakeholder group representative of the various communities and interests across the city. This structure formalizes the efforts Haddad has already undertaken and creates a forum for the agency to routinely engage the community in open dialogue on important issues. The DPD could use this forum to share information related to training, policy and procedure, hiring practices, crime trends, and safety information and provide regular updates on the operation of the agency. For example, if the department creates a review process for critical incidents as recommended in chapter 3, this group could be briefed on the general findings as a display of transparency by the department. Regular CAC meetings would also enable stakeholders to report directly to the department on their community's issues and needs.

Because there is likely to be strong interest and commitment from many members of the community, the DPD could establish a process for routinely rotating the representatives on the CAC to keep the group to a manageable size and to ensure that all interested parties remain engaged.

> **Recommendation.** *The DPD should formalize a CAC composed of representatives from the various community and stakeholder groups that Chief Haddad routinely meets with, such as the business community, the Security Advisory Board, the faith-based community, youth, mental health officials, and others.*

Councils

The DPD could benefit from formalizing its partnerships and engagement with Dearborn's community of mental health service providers. In addition to having the mental health community represented on the CAC, the DPD should establish a Mental Health Advisory Council that includes leaders in the mental health community representing local medical, institutional, educational, treatment, counseling, and volunteer groups. This council would enable the DPD to engage these service providers in an ongoing dialogue regarding current issues in the community, such as addiction, overdoses, and treatment-related challenges. The council could be especially helpful in providing input on department training, policies, and programs to improve the police response to persons in mental health or behavioral crisis. According to the *Washington Post*, at least 25 percent of the individuals shot and killed by police in the United States in 2016 had mental health issues,[56] and both of the most recent fatal shootings by DPD officers involved persons with mental illness. This structured effort may assist the department in leveraging additional resources and developing innovative ideas to improve the response to these types of challenging calls for service.

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56. "Fatal Force," *Washington Post*, accessed April 19, 2018, https://www.washingtonpost.com/graphics/national/police-shootings-2016/.

The new council could also be a key partner for connecting members of the community with the appropriate contacts for participating in the DPD's voluntary 911 disabilities database and help communicate the department's efforts to improve its response to persons with mental or behavioral health challenges.

> **Recommendation.** *The DPD should create a Mental Health Advisory Council with representatives from the mental health community; this council could be modeled on the DPD's current Security Advisory Board.[57]*

Formalizing a Business Advisory Council would enable the DPD to establish routine meetings with its local business partners to discuss local issues and problems and to develop collaborative solutions. Various members of the business community are already connected with Chief Haddad in other capacities and should be represented on the CAC, but these partnerships need to be formalized and expanded.

Partnerships with the local business community prove critical in many instances and provide police departments with access to additional resources, information systems, technologies, and other support that would otherwise not be available. The Business Advisory Council may also assist in providing resources and outreach for recruiting efforts as well as instant access and communications to hundreds of businesses throughout Dearborn. For example, during the site assessment, the Dearborn Chamber of Commerce offered to leverage its resources to assist with the DPD's recruiting and communication efforts. This partnership could support other community engagement efforts too.

Business partnerships help disseminate critical police communications related to crime alerts, traffic issues, threats of terrorism, weather and natural disasters, and other safety updates and recommendations. The council could also facilitate training for the business community on crime prevention and emergency preparedness. The DPD should establish ongoing communications through effective use of email, group listservs, or business improvement district associations or by joining pre-existing social media groups or local business feeds.

> **Recommendation.** *The DPD should form a Business Advisory Council composed of a cross-section of business leaders in Dearborn. Formal partnerships with the business community are important for leveraging resources and maximizing communications, and they can serve as a force multiplier for the department in addressing crime and ensuring community preparedness for critical incidents.*

Engagement with youth

The DPD engages youth and seniors through specialized community police academies but does not offer a general Community Police Academy for the greater Dearborn community. In the short term, community police academies help individual residents better understand the operations and policies of their local police agencies. Over the long term, these academies produce an ever-expanding group of police academy alumni who can become ambassadors for the department in the larger community and who can support the department during critical times. Residents gain knowledge about the challenges of law enforcement, legal constraints and guidelines, police use of force policies and procedures, training and equipment, community policing strategies, and other topics. This setting also allows community members to meet and get to know members of the department in a relaxed, constructive environment.

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57. The Security Advisory Board comprises security representatives from organizations across Dearborn, including Ford Motor Company and Beaumont Hospital, and meets regularly to discuss issues related to security and policing in Dearborn.

The DPD already hosts a youth academy and an abbreviated academy for senior citizens. These curricula can be modified and expanded to address the needs of a general Community Police Academy. The academy does not have to be resource- or time-intensive but ideally should be held on a regular basis—at least once or twice a year.

> **Recommendation.** *The DPD should create a Community Police Academy, based on the Youth Police Academy model, open to adult residents of Dearborn. Subject matter for the academy could include the structure of the agency, legal authority, use of force policies and practices, discussions of relevant crime issues in Dearborn, and introduction to the police chief and command staff members. These classes could be presented by various command staff officials and supervisors within the Training Division and involve leaders from other divisions throughout the agency.*

Community policing training

While PERF's assessment found that the DPD embraces community policing and demonstrates this commitment through a variety of efforts, in-service and new-hire training curricula do not have courses specifically related to operationalizing community policing.

Ideally, community policing principles should be infused into every aspect of training that is offered to DPD officers throughout their careers. In addition, this topic should be specifically addressed in in-service and new-hire training to further emphasize the department's commitment to this philosophy.

Training on community policing should ensure an understanding of its underlying principles (community partnerships, problem solving, and organizational transformation) and the importance of the department's commitment to build trust and mutual respect between the police and community. This training should also include strategies and practices that officers can use to build these relationships by demonstrating respect, transparency, and fairness in their decision-making and interactions with the community.[58]

This training should also include opportunities for officers to engage in dialogue with stakeholders from the various minority communities and special interest groups in Dearborn, such as the following:

- Muslim community
- LGBTQ+ community
- African-American community
- Hispanic/Latino community
- Deaf and hard of hearing community
- Immigrant community
- Student community
- Business community
- Other communities of interest

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58. Laura Kunard and Charlene Moe, *Procedural Justice for Law Enforcement: An Overview* (Washington, DC: Office of Community Oriented Policing Services, 2015), https://ric-zai-inc.com/Publications/cops-p333-pub.pdf.

Recommendation. *The DPD should incorporate specific training on community policing principles and strategies into in-service and new-hire training. This training should be customized to include information on the diverse communities served by the DPD, and it should provide opportunities for officers to engage directly with stakeholders from these communities.*

Business cards and information for the public

The department does not provide all patrol officers with business cards to distribute to community members they meet during formal and informal meetings. Business cards would professionalize the department and could be used by officers for many different purposes. For example, exchanging business cards gives officers a way to maintain contact with individuals they meet in the community and demonstrates an interest and willingness to form a relationship beyond the initial interaction. Business cards also provide community members a way of following up with officers if needed and a trusted contact with whom they can share information on crime and related issues. In some minority and immigrant communities, residents may need to build trust with one or several community officers before they become more comfortable interacting with the department in general. Others may be wary of contacting 911 or providing potentially sensitive information to an officer they do not know. Business cards can be a valuable tool for breaking down barriers and expanding the department's overall outreach and community engagement efforts. The DPD does provide business cards to patrol officers upon request, but it is not standard practice for all officers.

Recommendation *All DPD personnel who interact with the public should be provided business cards that include their name and department contact information, including telephone number, cell number (if applicable), and email. These cards could be provided to community members during meetings, calls for service, traffic stops, and other formal and informal interactions. These cards should be standardized within the agency.*

The DPD does not have printed materials for the community on topics such as employment at the department and what to expect during a traffic stop. During PERF's meetings with community members, some residents expressed interest in having access to a document that outlines protocols, procedures, rights, and what to expect when formally stopped by a police officer. Several community stakeholders offered to help in the development and translation of such a document. Many departments have produced pamphlets like this to educate the public on these topics. This resource can also be used to set mutual expectations and reduce fear of the police, especially in some minority and immigrant communities. As a result, it also serves as an effective community outreach tool. There are many samples of these types of resources available online.[59]

Recommendation. *The DPD should produce and distribute a one-page trifold pamphlet on what community members can expect when they are stopped by the police. This document should be translated into several languages.*

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59. The ACLU's "Know Your Rights" brochure is one example of this type of resource. "Know Your Rights: What to Do If You're Stopped by Police, Immigration Agents, or the FBI," American Civil Liberties Union, accessed April 19, 2018, https://www.aclu.org/know-your-rights/what-do-if-youre-stopped-police-immigration-agents-or-fbi.

Public information officer

The DPD does not currently have a public information officer (PIO) or dedicated staff member responsible for media relations, communications, or community engagement efforts. This is currently the responsibility of the chief of police.

In this age of social media and 24-hour news cycles and given Dearborn's proximity to the major media market of Detroit, it is critical that the DPD have a consistent, recognizable public information officer. Preferably, this will be a dedicated PIO position and not treated as an add-on responsibility for somebody doing another job. Having a dedicated PIO does not mean that the chief will forego future media appearance—just the opposite, in fact. A well-trained and effective PIO will help identify and leverage additional opportunities for the chief to communicate the department's message to the media and the public. At the same time, the PIO can handle more routine inquiries from the news media, freeing up the chief from these often time-consuming tasks.

The DPD should also assign responsibility for coordinating community engagement efforts. The department may consider having a team of two or three individuals responsible for supporting the chief and PIO by coordinating communications, public information, and community engagement efforts.

> **Recommendation.** *The DPD should establish a dedicated PIO or communications position; if that is not feasible, then this responsibility should be assigned to a key member of the department's command staff.*

Summary and Conclusion

Dearborn is a clear example of how strong relationships and mutual trust between a community and its police department can help alleviate tensions in the aftermath of a critical incident. Fatal shootings by the police are rare in Dearborn, but the city found itself reeling after two fatal officer-involved shootings occurred in a 33-day period in late 2015 and early 2016. As in other cities where fatal police shootings have occurred, there were protests and demonstrations in Dearborn. But the relationships that existed prior to these incidents helped to keep the lines of communication open between the community and the police department and ultimately helped to maintain peace and calm in the city.

After the department's initial response to these two incidents, Chief Haddad sought technical assistance from the COPS Office in assessing the department's current policies and procedures related to use of force, training, and overall efforts to engage the community and create a diverse, representative police department. The COPS Office and PERF worked with the DPD to review policies and practices and to conduct stakeholder focus groups and interviews. This report summarizes those efforts and presents recommendations based on what the team learned during the assessment. These recommendations are designed to help the DPD strengthen its policies, practices, and trainings and further advance its efforts to implement today's best policing practices and principles.

Use of force

The recommendations detailed in this report offer strategies for strengthening the DPD's use of force policy and practice. The DPD's policy has been updated multiple times in recent years and already reflects many national best practices, but there is still some room for improvement.

For example, the recommendations call for the DPD to more clearly articulate that the importance of human life is at the core of its use of force policy and that de-escalation should be emphasized in most situations. Other recommendations include adding both a duty-to-intervene and a duty-to-render-first-aid requirement to the DPD policy and more strictly prohibiting firing at motor vehicles. Several recommendations call on the DPD to update its policy on ECWs so it aligns with national best practices. In the area of training, it is recommended that the DPD build upon and expand its recent courses on verbal de-escalation, alternatives to violent force, and critical thinking and to incorporate more scenario-based instruction into its use of force training. Finally, there are several recommendations related to improving the documentation, reporting, and investigation of use of force incidents.

The recommendations in this area will help the DPD improve what are already strong policies and practices on use of force.

Recruiting and hiring

Diversity in a police department is critical for building community trust, especially in larger jurisdictions where the population itself is often diverse. How departments go about recruiting and hiring officers can have a significant impact on how closely the department represents the community it serves and the level of trust and cooperation that is built. Dearborn is a diverse city—for example, it has the highest concentration of Arab-Americans in the nation—and its proximity to Detroit means that it daytime population grows dramatically and becomes even more diverse.

This review found that the DPD has made important strides to diversify the department over the last several years but that there are steps the department could take to increase diversity and maintain quality. Increasing its percentage of Arab-American, African-American, and female officers are the department's top priorities.

This report outlines recommendations that will help the DPD achieve its recruiting and hiring goals. For example, it is recommended that the department develop a specific recruiting and hiring strategic plan and create a dedicated recruiting and hiring unit to oversee implementation and monitoring of that plan. In addition, the DPD should create new materials—both print and online—to support recruiting efforts, and all department personnel should be encouraged to assist with recruiting efforts, both formal and informal. In the area of hiring, the DPD is encouraged to further streamline and automate the process and to take a closer look at why some applicants underperform or drop out of the process altogether.

The DPD is already an attractive place to work. By implementing these and other recommendations, the DPD should be in stronger position to meet its goals for staffing, quality, and diversity within its officer ranks.

Community engagement

Finally, the relationship between the police and community is at the heart of all of the recommendations contained in this report. This review found that the Dearborn community is largely supportive of the DPD and Chief Haddad, and the department works continually to ensure outreach and communication with both key constituencies and individual residents.

To build on this solid foundation of community engagement, the DPD should formalize and expand its current efforts and work at developing new partnerships that keep the community actively involved in the department's operations. It is recommended that the DPD formalize a citywide Chief's Advisory Council as well as more targeted councils focusing on the mental health and business communities so that the chief and other DPD leaders can engage with the community in a comprehensive and structured manner. Other recommendations call for creating a Community Police Academy for adults (the DPD already operates similar academies for youth and seniors), expanding officer training on community policing to include more instruction on Dearborn's diverse communities, and establishing a dedicated PIO position to bolster the department's media relations and community outreach efforts.

Moving forward

The recommendations in this report are the result of a detailed and thorough assessment process. In addition to reviewing an array of documents and observing DPD operations first-hand, PERF met with more than 150 stakeholders from the cities of Dearborn and Detroit and from within the ranks of the DPD. Their feedback was thoughtful and constructive. Overall, both internal and external stakeholders were very supportive of the police department, and many of the community stakeholders were eager to assist the department as it continues to diversify and build partnerships.

Critical incidents such as the two officer-involved shootings in Dearborn typically result in one of two outcomes: They can either (1) further divide a police department from its community or (2) bring police and community together to address issues and improve outcomes in the future. Although these two incidents irrevocably changed the lives of many people, the Dearborn community has chosen the second option: to work with the police to seek continued growth and improvement. That this assessment revealed such an overwhelmingly positive response from the community, even in the aftermath of the two incidents, is a testament to the work that Chief Haddad, the DPD, and their community partners had done prior to those events. Dearborn also demonstrates why it is so important to build and nurture these relationships *before* a critical incident occurs.

Moving forward, the DPD is in a strong position to work with its community partners and other stakeholders to implement the recommendations that are presented in this report. Doing so will strengthen DPD policies and practices, especially in the critical area of use of force; increase diversity within the ranks of DPD officers; expand community relationships to address crime and safety issues; and hopefully reduce the likelihood of similar officer-involved shootings occurring in the future.

Appendix, Dearborn Police Department Recruiting Efforts 2014–2017

The following overview and list of recent DPD recruiting efforts are based on PERF's review of DPD documents and interviews with department personnel.

- Established a recruitment coordinator position
  - Assists with all recruitment and hiring steps
  - Available to meet with applicants upon request
  - Attended recruitment schools including IACP Effective Recruitment, Gordon Graham classes, and Diversity Recruitment
- Formed an initial 10-person recruitment team with the goal of having a larger and more diverse group of officers available to attend various recruiting events60
- Formed a stronger relationship with the City of Dearborn's human resources department
- Reviewed the entire hiring process
- Streamlined elements of the hiring process, including contracting background investigations out to a private company that can provide a quicker turn around and partnering with human resources to assist with the entire hiring process, creating a strict schedule for the hiring process and allowing questions to be answered quickly
- Researched and transitioned from a written exam to a video-based entrance exam
- Made the application process more interactive and worked with applicants to overcome some obstacles
  - The recruitment coordinator now attends each testing process to introduce himself and present a welcome presentation. The recruitment coordinator acts as a liaison between the applicants and human resources to assist in answering questions and helping with paperwork.
- Provided applicants with a clear understanding of the process and what to expect
- Initiated the following recruitment efforts:
  - Filmed and distributed several recruitment videos
  - Developed and distributed a recruitment poster
  - Developed additional applicant handouts
  - Increased recruitment via
    - social media;
    - police-specific websites;
    - print media.

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60. Because of manpower and staffing challenges, this team is no longer in use as of September 2017.

– Participated in job fairs

  • Law enforcement–specific and general

  • Regional police academies

  • Colleges and universities

– Guest lectured at colleges and universities

– Joined Criminal Justice Advisory Board of local college

– Formed relationships at local religious institutions (both in and outside the city)

– Attended numerous high school career days at schools in region

– Started and further bolstered a paid police intern (cadet) program

– Bolstered the Dearborn Police Explorer post

– Formed relationships with local civic groups and social organizations

– Used numerous community events to promote recruitment

About PERF

The **Police Executive Research Forum (PERF)** is an independent research organization that focuses on the most critical issues in policing. Since its founding in 1976, PERF has identified best practices on fundamental issues such as reducing police use of force, developing community policing and problem-oriented policing, using technologies to deliver police services to the community, and evaluating crime reduction strategies.

PERF strives to advance professionalism in policing and to improve the delivery of police services through the exercise of strong national leadership, public debate of police and criminal justice issues, and research and policy development. The nature of PERF's work can be seen in the titles of a sample of PERF's reports over the last decade. Most PERF reports are available without charge online at http://www.policeforum.org/free-online-documents.

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

All of PERF's work benefits from PERF's status as an organization of police officials, academics, federal government leaders, and others with an interest in policing and criminal justice.

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

PERF is governed by a member-elected president and board of directors and a board-appointed executive director. A staff of approximately 30 full-time professionals is based in Washington, D.C.

To learn more, visit PERF online at www.policeforum.org.

This report is the result of the City of Dearborn's request for assistance from the U.S. Department of Justice (DOJ) in 2016. The Chief of Police requested an external review of the Dearborn Police Department's policies and practices related to use of force, recruiting, hiring, and community engagement. The DOJ's Office of Community Oriented Policing Services (COPS Office) asked the Police Executive Research Forum (PERF) to conduct a review of the department's policies and practices in these areas as part of its Critical Response Technical Assistance (CRTA) Initiative. The COPS Office, PERF, and a team of SMEs conducted this review over a period of 12 months. The recommendations provided within this report are based on a detailed review of the department's policies and practices, a sample of use of force incident reports, and other documents, materials, and forms related to policies and practices in these areas. The team also conducted interviews with DPD staff and community members. Recommendations include clarifying and strengthening the department's use of force policies; developing and documenting specific recruiting goals and plans; and continuing efforts to streamline the hiring process and engage the community in policing and department activities.