AN EXECUTIVE SUMMARY

BY THE COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY
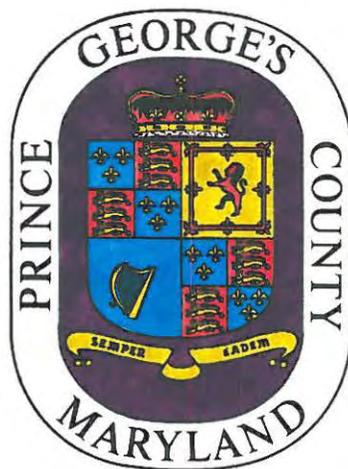
Presented to:
The Honorable Wayne K. Curry
Prince George's County Executive

February 2001

COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY

The Honorable Howard S. Chasanow
Co-Chair
Retired Judge, Maryland Court of Appeals

Dr. Ronald A. Williams, Co-Chair
President, Prince George's Community College

The Honorable Ulysses Currie
Prince George's Senate Delegation
Maryland General Assembly

The Honorable Rushern Baker, III
Chairman, Prince George's House Delegation
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The Honorable Dorothy Bailey
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Ms. Valerie Kaplan
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Mr. Richard Cherry
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Ms. Susan Bayly, Esquire
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Ms. Debra Davis, Esquire
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Executive Summary/Introduction

This Executive Summary introduces the report of the Prince George's County Community Task Force on Police Accountability review of police-community relations in Prince George's County, Maryland.

ORIGIN OF THE REVIEW

County Executive Wayne K. Curry recognized the link between community-police relationships and the quality of life in Prince George's County. Due to ongoing tensions resulting from use of force incidents by police, Mr. Curry appointed the 25-member Community Task Force on Police Accountability. The Task Force's membership includes Co-Chairs, The Honorable Howard Chasanow, a retired judge from the Maryland Court of Appeals, and Dr. Ronald Williams, President of the Prince George's Community College, along with individual representatives from a broad range of organizations reflective of the diversity and interests of our community. The Task Force was charged with examining ways to strengthen police accountability and recommending actions for improving community-police relations in Prince George's County.

The Task Force commenced its review in June 2000 and completed it in December 2000. The 57 recommendations in this report are presented to County Executive Curry and to the Prince George's County community.

OBJECTIVES AND SCOPE

The work of the Community Task Force on Police Accountability was framed by the following objectives:

- To evaluate law enforcement practices that may adversely affect the well being of Prince George's County citizens*.

- To review the policies and practices of the Prince George's County Police Department concerning the operations of the Internal Affairs Division (IAD)*, use of force, recruitment, training, promotion, psychological services, discipline and other areas that influence citizen attitudes toward police.

- To analyze the complaint investigation process including the role and operation of the Human Relations Commission (HRC)* and the Citizen Complaint Oversight Panel (CCOP)*.

- To consider the effect of Maryland's Law Enforcement Officers' Bill of Rights (LEOBR)*on the efforts of Prince George's County citizens to oversee police behavior deemed inappropriate.

- To recommend policies, practices, and actions for improving relations between the Prince George's County Police Department and the citizens of Prince George's County

The scope of the Task Force's undertaking included consideration of the following topics whose recommendations are organized within these broad areas:

- Citizens' Attitudes Toward Police

- Citizen Complaint Process

- Recruitment, Selection and Training of Police Officers

- Policies and Practices Regarding Use of Force

- Accountability, Supervision and Discipline

- Community Policing

* Terms or abbreviations requiring explanation are marked with this symbol throughout the report and are listed in glossary.

Additionally, the Task Force identified improvements made subsequent to publication of the

1990 Blue Ribbon Commission (BRC)✦ on Public Safety and Community Relations report.

These are noted throughout the report.

APPROACH

The Task Force members devoted substantial time and effort to the initiative. Over a seven-

month period, the Task Force and its subcommittees convened 35 times. Task Force members:

- Reviewed and analyzed extensive documentation and Police Department data

- Invited a broad range of groups (including Police Department personnel) to make presentations at the meetings

- Interviewed the County Executive, the Chief of Police, the Director of the Office of

  Professional Responsibility and the management consultant to the Police Department

- Organized and participated in public forums

- Organized citizen focus group sessions

- Interviewed the community to gain insight into the issues and concerns affecting our

  community

- Participated in various training simulations

The Police Foundation, an independent organization dedicated to improving policing nationwide,

provided objective, analytical support to the Task Force. The Police Foundation team

complemented the work of the Task Force by completing a series of project tasks as follows:

- Conducted interviews with the County Executive, Director of Public Safety, Chief of Police, contractors, officers and civilians throughout the Prince George's County Police Department.

- Assembled and reviewed policies and procedures, operating memoranda, performance reports, statistical presentations, previous Departmental evaluations, data and related information and documentation.

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- Analyzed complaint procedures, Internal Affairs operations, the Department's Early Identification System and related functions.

- Evaluated the Department's personnel continuum including recruiting, selection, training, performance evaluation, and discipline.

- Attended Task Force and subcommittee meetings.

REPORT ARRANGEMENT

This report is organized into an Executive Summary, five chapters and various appendices. The chapters outlined below include Task Force Recommendations and commentary:

- **Chapter 1**   Citizen Attitudes Toward Police and the Citizen Complaint Process

- **Chapter 2**   Policies and Practices Concerning Use of Force

- **Chapter 3**   Accountability and Supervision

- **Chapter 4**   Human Resources Management

- **Chapter 5**   Community Policing

TASK FORCE CONCLUSIONS

The Task Force identified a number of areas that raised concerns about accountability in the Police Department. Among the more significant concerns are the complaint process, excessive use of force, a selection and supervision system that does not seem to weed out officers who are prone to improper behavior and problems in selecting and training the best suited supervisors.

The Community Task Force's genesis was framed by the concern that the Prince George's County Police Department did not meet the highest standard of accountability – that all community members receive fair, impartial, professional treatment by all Department personnel in all citizen – police contacts. The concern was reinforced by the intervention of the United States Justice Department late in 2000.

The Task Force identified many strengths in the Prince George's County Police Department. The strengths documented in the Task Force report are compelling and praiseworthy. Additionally, in the last two years, and particularly in the last year, the Department initiated a series of actions that the Task Force believes to be an attempt to be responsive to the criticisms of the citizens of the County. These have included:

A. In 1999, in response to the advice of the Citizen Complaint Oversight Panel, enhancements were made to the citizen complaint process by streamlining complaint filing procedures

B. In 2000, the Department provided triple the number of hours of training mandated by the Maryland Police and Corrections Training Commission for certified

officers. This training has included more emphasis on ethical behavior and stresses courtesy and effective communications

C. Instituted, in 2000, less-than-lethal force technologies that will, it is hoped, reduce the number of excessive force complaints

D. Instituted a formal supervisor's *Use-of-Force Report* in 2000, to ensure supervisors' accountability for their subordinates' actions

E. Modified the Early Identification System's criteria to include monthly reporting

It is also important to note that in 2000, the County Executive created the Office of Professional Responsibility (OPR)⁺, to be directed by a civilian and reporting directly to the Police Chief, as a specialized unit to "police the police". He also initiated the use of mobile data terminals in patrol vehicles as well as installing cameras in the police cars so that traffic stops can be taped and monitored. In this context, it is also important to note that during 2000, the Department received 27 fewer use-of-force complaints than it did in 1999, and that officers involved in shootings decreased from 9 in 1999 to 5 in 2000, this from a five-year high of 16 in 1996. These are all positive developments, and the Police Department should be applauded for them.

Undoubtedly, many issues still remain, and it is the Task Force's response to these issues that will occupy most of the rest of this report.

Citizen attitudes toward police vary substantially across racial and geographic lines and range from a climate of support to feelings of hostility, anger and fear. Community confidence in the

police ranges from supportive to a complete absence of confidence. The lack of confidence appears to be centered in the County's Black, Latino and Asian* communities.

The leadership of the Prince George's County Police Department recognizes the problem and the importance of strengthening community support Countywide. At the same time, the Department's leadership needs to do more to remedy an organizational climate that contributes to a lack of community confidence.

The Prince George's County Police Department places priority on the mechanics of policing – training, weapons familiarization, report writing, investigations and related tasks. These tasks are obviously important and should continue. There is more to do. Until residents in all neighborhoods and from all ethnic and racial groups perceive that they receive fair and impartial treatment from County police officers, community-police relations will not improve substantially.

Emphasizing community-oriented policing presents an important opportunity. Currently, the Department has a stated commitment to the precepts of community policing. There appears, however, to be a mismatch between the Department's goals and the allocation of resources to attain those goals. Community policing appears to be a series of programs rather than an operational philosophy that promotes accountability and infuses all aspects of the Department programs and operations.

The quest for accountability is impaired by the structure for investigating civilian complaints against police officers. There is jurisdictional confusion. The Chief of Police and the

Department's Internal Affairs Division, the County Human Relations Commission, and the Citizen Complaint Oversight Panel have separate and conflicting roles. The process is impaired further by the State of Maryland's Law Enforcement Officers' Bill of Rights.

The Prince George's County Police Department has made some progress in establishing a structure and supporting processes for improving police accountability and inviting and responding to citizen complaints. Highlights of this progress are as follows:

- Procedures for receiving, recording and investigating citizen complaints are an improvement over the procedures that were in place ten years ago.

- The training program of the Department has improved. The challenge of linking training more directly with the actions of individual police officers continues, and sufficient supervisory training to ensure consistency and accountability in supervision is lacking.

- The promotional process has recently been modified to emphasize job-related skills and abilities rather than relying solely on knowledge tests and oral interviews.

The Department's strengths provide a foundation for improving the relationship between the police and the Prince George's County's diverse community as reflected in the recommendations of the Task Force.

RECOMMENDATIONS

The following 57 Recommendations are listed according to the specific topics set forth by County Executive Curry in the establishment of the Community Task Force On Police Accountability

THE CITIZENS' COMPLAINT PROCESS & DISCPLINARY PROCEDURES RELATED TO CITIZENS' COMPLAINTS

♦ Process for filing citizen complaints and investigation by the Internal Affairs Division (IAD) of the Police Department
♦ Role and authority of the Citizen Complaint Oversight Panel (CCOP) and Human Relations Commission (HRC) in the investigation of citizen complaints.
♦ Disciplinary procedures as they relate to citizen complaints.

RECOMMENDATION 1: *Amend the State of Maryland's Law Enforcement Officers' Bill of Rights (LEOBR) to create a "best practices"* Civilian Police Review Board and Civilian Police Commission.[1]

RECOMMENDATION 2: *Pending the creation of a "best practices" citizen complaint model, make specific amendments to the LEOBR.*

The Task Force recognizes that implementation of the "best practices" citizen complaint model will require substantial revisions to the LEOBR. Until that goal can be accomplished, certain discrete changes should be made to the LEOBR to correct provisions which preclude effective citizen oversight of the complaint process and impede efficient police management, supervision, and accountability.

RECOMMENDATION 3: *Pending passage of the "best practices" model and other recommended LEOBR amendments, consolidate the law enforcement functions of the Human Relations Commission and Civilian Complaint Oversight Panel into a single unit, and create a Civilian Police Review Board ("CPR") which meets the constraints of the LEOBR.*

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[1] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990.

CITIZENS' ATTITUDES TOWARD THE POLICE

RECOMMENDATION 4: *The Department should institute a formal process to ensure professional conduct during all citizen contacts.*

The perception of citizens is paramount in establishing sound community-police relationships. Therefore, the more officers can be encouraged and trained to be more effective in their courtesy skills, the more likely that public trust will be enhanced. Currently, the Department is implementing a process of distribution of officer business cards. Officers should be required, during all citizen contacts, to provide cards with the officer's name, badge number, supervisor's name, contact numbers for both as well as the department, the procedures for filing a complaint, and the telephone number for the established Civilian Police Review Board (CPR). Many departments use foldout cards and also include the mission, vision, and/or values of the agency.

RECOMMENDATION 5: *The Department's public information program should be restructured to improve media relationships and the Department's accountability to citizens in handling of critical incidents internally and externally. This should include the following:*

    A. Development of a pro-active, community-friendly approach to media announcements.

    B. Selection of civilian leadership/staff with professional public relations training and experience.

    C. Consideration of contractual professional assistance as necessary.

POLICIES AND PRACTICES REGARDING USE OF FORCE

RECOMMENDATION 6: *The Department should annually publish a report, including statistics, with the number of use of force complaints, number of charges by category ("excessive force, aggressive force, unnecessary force") and number of sustained charges by category and the specific disciplinary outcome of each sustained charge. The report should be directed to the established Civilian Police Commission (CPC)/Civilian Police Review Board (CPRB)/Community Oriented Policing Commission (COP) and should be publicly available to citizens and community organizations*

RECOMMENDATION 7: *The Department should review and revise policies and procedures that will reinforce the imperative for using the lowest level of force in police–citizen contacts.*

RECOMMENDATION 8: *The Department should report annually to community any outcome of Use of Force policy review and policy revisions, along with the specific means and methods of implementation.*

RECOMMENDATION 9: *The Department should revise policy statements in the General Order Manual regarding discharge of firearms as follows:*

1. *In defense of oneself or others when <u>no reasonable</u> alternatives exist for protection from what <u>reasonably</u> appears to be a significant threat of death or serious physical injury.*

2. *A fleeing <u>felon</u> should not be presumed to pose an immediate threat to life. However, when the escape of such a suspect can reasonably be expected to pose a serious threat to the life of another person, then, under these circumstances, an officer may use deadly force to prevent the escape of such person.*

3. *Shots shall not be fired at or from a moving vehicle except as the ultimate measure of self-defense or defense of another. Firing of weapons at a moving vehicle shall only be done under extreme, close-range circumstances when all other means of stopping the vehicle containing a dangerous felon have been attempted and have failed.*

RECOMMENDATION 10: *The Department should establish a Civilian Police Review Board (see Recommendation 3) which should be given added responsibility for conducting an independent evaluation of the handling of critical incidents (e.g., officer-involved shootings and other use of lethal force) involving the Department. The Executive Director of the Civilian Police Review Board should be notified immediately in the event of the occurrence of a critical event and may act as an independent observer to any criminal, administrative, and/or civil investigation conducted by or on the behalf of the Prince George's County Police Department.*

The conduct of the independent evaluation should include, at a minimum, the following procedures:

A.   *Determination of whether officers may have violated Departmental policy and procedures.*

B.   *Evaluation of existing policies, procedures, training, equipment and supervision to determine any recommended changes that may be necessary.*

C.   *Submission of a report to both the Director of Public Safety and the Chief of Police with findings and recommendations.*

D.   *Provide an annual report to the County Executive of complied statistical information of officer-involved shootings for analysis of trends and patterns. The report should also contain any recommendations for improvements in the investigation of critical incidents and/or training needs of police officers.*

RECOMMENDATION 11: *The Office of Professional Responsibility (OPR) should have the responsibility for analyzing and making recommendations to minimize patterns of officer-involved shootings and eliminate the unnecessary, aggressive or excessive use of force.*

RECOMMENDATION 12: *The Department should improve and enhance the content of its officer-survival training to include more emphasis on violence-reduction or tactical conflict management training methods.*

RECOMMENDATION 13: *The Department should base career or promotional advancement, among other factors, on the consistent demonstration of such violence reduction methods of keeping peace within the community.*

RECOMMENDATION 14: *The Department should assure that policies and training emphasize the ability to assess whether or not force is reasonable, and how much force is reasonable for any given situation.*

ACCOUNTABILITY AND SUPERVISION

In order to address issues of accountability and responsibility throughout the police department, a single entity within the Department of Public Safety should serve as the ultimate authority for monitoring and ensuring accountability. This proactive professional compliance entity should have full authority to recommend and administer disciplinary actions.

RECOMMENDATION 15: *The current activities of the Department's Inspectional Services (Internal Affairs Division) should fall under the control and supervision of the newly created Office of Professional Responsibility (OPR). This office should concentrate its efforts on proactive detection and deterrence of police misconduct.*

    A.   Develop quality assurance programs including: integrity checks, covert and random OPR checks (by civilian and sworn investigators) to ensure expectations of citizens and County government are being met, conduct random audits of supervisory activities, and acquire technologies to assist in these efforts.

    B.   Provide quarterly reports to the Police Chief detailing OPR activities and findings.

    C.   Monitor police operations through unannounced inspections, records reviews, random drug testing, post arrest interviews, monitoring or demographics of arrestees, and review of in-car cameras on a regular basis.

    D.   Liaison closely with the County Office of Law and County's Risk Management Division to develop policies and procedures that will minimize police-created liability concerns for the county government.

RECOMMENDATION 16: *The Department should re-examine issues of span of control to ensure that supervisors are capable of providing sufficient time and energy to ensure that their officers have the requisite skills, abilities and personal qualities to perform their duties with the utmost professionalism.*[2]

RECOMMENDATION 17: *The Department should assign personnel such that first line supervisors (Sergeants) do not respond to calls except to conduct random field audits of service delivery, provide command support to officers, or when circumstances require supervisory personnel to be on scene.*[3]

RECOMMENDATION 18: *The Department should make every effort to promote individuals to supervisory positions who have demonstrated the highest levels of integrity, judgment and problem-solving skills.*

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[2] This recommendation represents (in substance) a recommendation made by the 1990 Blue Ribbon Commission.
[3] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990.

RECOMMENDATION 19: *The Department should provide high-quality, intense leadership training for first-line supervisors to make certain that they have the ability to hold officers accountable for their daily interactions with the public.*

RECOMMENDATION 20: *Amend County Charter to permit increase in the number of "At Will" appointments by the Police Chief, permitting greater management flexibility.*

Current organizational structure of Police Department inherently precludes accountability of management to the Police Chief and commanding officers. The Chief should have authority to require that his initiatives be carried out.

RECOMMENDATION 21: *The Department should continue its use of the Early Identification System (EIS)ᐧ as a means of early identification and intervention of police officers exhibiting patterns of possible misconduct[4].*

RECOMMENDATION 22: *The Early Identification System should generate statistical information on the number of flagged officers by specific commanders and supervisors. The Department should also adopt a policy to include cumulative complaints and incidents over an 18-month period, in addition to the existing numerical warning flags, within 60-day and 3-month periods. This information should be another accountability tool to discipline supervisors when appropriate and to conduct performance evaluations of supervisors and commanders and thereby also serve as a component of the promotional process.*

RECOMMENDATION 23: *The Early Identification System should generate statistical information on the type of event or circumstance that precipitated complaints and/or use of force incidents. This information should be provided to the Department's Training Division, Psychological Services Division and Office of Professional Responsibility. In addition, this information should be provided to the Civilian Police Review Board for review.[5]*

RECOMMENDATION 24: *The Psychological Services Division should be located outside the County facilities, and have the reporting structure independent of the Police Department's auspices.*

RECOMMENDATION 25: *The Department should attempt to obtain the same individual to conduct pre-screening and fitness for duty psychological examinations, and ensure that this individual is either a psychologist or directly supervised by one.*

RECOMMENDATION 26: *The Department should calculate and maintain statistics on the use of psychological services across service categories and distribute these statistics to command staff.*

Command staff should use these statistics to determine areas for improvement in accountability.

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[4] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990
[5] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

RECOMMENDATION 27: *The Department should review all aspects of its policy on off-duty employment including: legal consequences and liability, the twenty-hour rule and its enforcement, documentation and information management needs with regard to enforcement, and types and locations of off-duty employment. The Department should revise policies and procedures to ensure consistent and effective enforcement.*

RECOMMENDATION 28*: The Department should examine the implications of fatigue from off-duty employment and the effect of extra hours when combining off-duty employment and Department overtime.*

RECOMMENDATION 29: *The Department should examine the implications of off-duty employment in locations where liquor is served, and revise policy to limit or exclude such activity.*

RECOMMENDATION 30: *The Department should conduct comprehensive sick-leave analysis and ongoing monitoring to include an assessment of costs and impact on operations and deployment. The Department should also revise sick leave record-keeping to reflect accountability and operational needs.*

RECRUITMENT AND TRAINING, PERFORMANCE EVALUATION AND PROMOTION

The following have been identified as necessary areas for improvement:

1) selection process, particularly the length of time it takes and some of the components;
2) training content and length;
3) performance standards and evaluation;
4) job definition and potential re-definition of role and responsibilities; and
5) adverse impact analysis at all stages of process.

RECOMMENDATION 31: *The Department should be more proactive in seeking a balance of officers that is reflective of the diversity of the community it serves.*

RECOMMENDATION 32: *The Department should examine potential alternatives to the written applicant screening test, or modifications to the existing test so as to minimize bias. This may include allowing more time for applicants to complete the test, identifying alternative tests, or offering different testing formats for applicants.*

RECOMMENDATION 33: *The Department should develop a recruitment plan targeting Black, Latino, Asian and female candidates. The following strategies should be considered:*

A. *Conduct a salary survey to assess the degree to which the salary and benefits are sufficient to attract qualified, desired candidates particularly within the region.*
B. *Conduct continuous recruiting to address annual vacancies.*
C. *Hire qualified candidates as early as possible without jeopardizing the background investigation or other critical investigative components.*
D. *Support the cadet program to hire candidates below the age of 21 who may become viable police officers after completion of the cadet program.*
E. *Offer more frequent Academy classes in order to prevent good candidates from going to other departments which may start earlier.*
F. *Offer incentive pay for applicants with second language abilities, particularly those languages spoken in various neighborhoods in the County.*
G. *Recruit older applicants with more work and/or life experience.*
H. *Actively recruit applicants with college education.*
I. *Offer reasonable incentive pay for applicants with higher education credentials.*

RECOMMENDATION 34: *The Department should track and monitor recruitment efforts to determine specifically which methods attract the most promising candidates.*

RECOMMENDATION 35: *The Department should review the marketing and recruiting efforts to ensure that service and community orientation is emphasized and professionalism maximized.*

RECOMMENDATION 36: *The Department should conduct an assessment of the numbers of individuals, particularly from various under-represented groups, who fail various exam components to determine if certain groups are vulnerable at various stages.*

RECOMMENDATION 37: *The Department should retain the services of a psychologist with police screening experience to supervise the psychological screening process. (Refer to Appendix I for more specific criteria) This psychologist should ensure that a sufficient and appropriate battery of tests and/or questions (validated for use in police selection) are used to represent the essential components of the job (with emphasis on human and community-relations skills). Also ensure that the instruments used have sufficient validation evidence particularly from predictive studies with law enforcement.*

RECOMMENDATION 38: *The Department must review the selection process of Field Training Officers and introduce more community policing training programs to the Field Training Program.[6]*

RECOMMENDATION 39: *The Department must regularly evaluate Field Training Officers' performance and remove them from the program when performance is not sufficient to achieve the Community-Oriented Policing goals, or allow FTOs to remove themselves from the program.*

RECOMMENDATION 40: *The Department must thoroughly review its program of instruction and re-design it to promote community policing as a dominant Departmental philosophy.*

RECOMMENDATION 41: *The Department must assess ongoing training needs by soliciting input from community members and police officers.*

RECOMMENDATION 42: *The Department should expand community participation in various aspects of police training.*

RECOMMENDATION 43: *The Department should strengthen community policing training and Field Training Officer orientation for Supervisors and establish uniformity in Roll Call procedures.[7]*

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[6] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

[7] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

RECOMMENDATION 44: *The Department should enhance existing training to include the following topics[8]:*

> A. *Ongoing interpersonal communication skills, diversity issues, cultural understanding, bilingual skills according to County demographics;*
> B. *Stress-Management training and referrals;*
> C. *Community policing training for all officers at all stages of career;*
> D. *Continued implementation of canine training with "bark, no bite" technique;*
> E. *Knowledge, skills, abilities-Management training opportunities for all leadership levels, especially first line supervisors.*
> F. *Leadership Training for all sergeants and lieutenants, conducted by non-police personnel;*
> G. *Use of Less than Lethal Force to de-escalate situations.*

RECOMMENDATION 45: *The Department should train supervisors thoroughly to provide accurate behavioral assessments of performance rather than subjective factors. This may require a complete revision to the performance evaluation instrument.*

RECOMMENDATION 46: *The Department should emphasize the interpersonal and community relations aspects of an officer's job when developing the appraisal instrument and performance criteria.*

RECOMMENDATION 47: *The Department should update performance standards to include community policing and community relations' aspects and to ensure that the ratings are based on objective, measurable benchmarks of performance.[9]*

RECOMMENDATION 48: *The Department should adopt a "banding strategy" for promotions to assist the Department in better meeting its operational need, and to provide context for a broader definition of fairness that includes factors more related to job performance than to small test score differences.*

RECOMMENDATION 49: *The Department should provide more detailed and specific feedback to promotional candidates in order to reinforce desired behavior in the field. The Department should take every opportunity to reinforce the correct and ideal behavior.*

RECOMMENDATION 50: *The Department should define the role of an officer more specifically, and establish standards of performance designed to allow the agency to best fulfill its mission.*

RECOMMENDATION 51: *The Department should conduct an evaluation of adverse impact during all phases of employment: the initial testing and background review phase; recruit academy performance; and promotions, especially to the rank of Sergeant.*

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[8] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

[9] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

It is important to evaluate the stages in the process at which various candidates are eliminated from contention in order to pinpoint aspects of the process that may need to be reconsidered or modified. It should be noted that the promotional process has been significantly improved in the past several years, particularly in year 2000. The contractor has done a thorough job in identifying critical job competencies, as well as assessing them.

RECOMMENDATION 52: *The Department should conduct a full-scale job analysis for all ranks, establishing performance standards that link current job tasks with required and desirable knowledge, skills and abilities. Such standards should include new performance dimensions that emphasize police-community relations and communication skills. The Department should maintain current job/task analyses for each position (no older than 3 years). The Department should seek support of the United States Department of Justice, Office of Community Oriented Policing Services*, other jurisdictions dealing with community aspects of performance, as well as some citizens in the process of re-defining the officer's role. As always, the FOP labor union should be represented in this process as well.*

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COMMUNITY RELATIONS PROGRAM
[Community-Policing]

RECOMMENDATION 53: *The Department should expand Citizen Police Academy opportunities for youth by coordinating participation of public school students for student service credit hours. Additionally, the Department should identify and select Citizen Police Academy instructors who are culturally sensitive to youth participants and community members.*

RECOMMENDATION 54: *The Department should continue its Community Policing Program for developing partnerships with the community to solve problems and reduce violent crime.*

RECOMMENDATION 55: *The Department should establish a Community Policing Commission to monitor, evaluate and assess the Community Policing Program.*

Specifically, members of the Commission would be responsible for monitoring and evaluating the Department's efforts in implementing community-policing programs. The Community Policing Commission should be broadly representative of the community composed of, at minimum, 15 community representatives. Commission members may include a representative of each council district, each police district and representatives of specific target groups such as business leaders and community leaders, community activists and those who have been involved in the criminal justice system, including ex-felons. Each member would be required to serve on the Commission for one year and must be a County resident. The Chair of the Community Policing Commission should be appointed by the County Executive and confirmed by the Council.

RECOMMENDATION 56: *The Department should continue the use of its Community Activity Report as a mechanism for informing the Chief of Police and command staff of concerns brought to the attention of police personnel during organized community meetings. The reports should also be forwarded to the Community Policing Commission for review.*[10]

RECOMMENDATION 57: *The Department should develop a formal evaluation component for the Community Policing Program, in conjunction with the Community Policing Commission.*

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[10] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

IMPLEMENTATION RECOMMENDATIONS

It is important to note that some recommendations made by the 1990 Blue Ribbon Commission on Public Safety and Community Relations Report have not, in the Task Force's opinion, been adequately addressed.

The Task Force believes a publicly released, annual accounting of progress on the recommendations of this report is required, based on the history of the Blue Ribbon Commission's (BRC) reporting requirements. While requiring an annual evaluation in their BRC recommendations, only two known evaluations took place, one in 1992 and one in 2000 (this latter in response to the Task Force's request). The Blue Ribbon Commission 2000 Status Report prepared by the Police Department is located in Appendix M. The public needs assurance that the recommendations in this current Task Force report (some of which are identical in intent and substance to those in the 1990 report) are addressed in a timely fashion

The Community Task Force on Police Accountability recommends the following steps for implementation regarding this report.

Implementation Step 1: *The County Executive should direct the Chief of Police to prepare an improvement plan that reflects the recommendations of the Community Task Force on Police Accountability, and that the improvement plan be submitted on or before June 30, 2001.*

Implementation Step 2: *Each recommendation provided in this report should be considered. If a recommendation is rejected, the rationale should be set forth.*

Implementation Step 3: *The County Government should publish and make public a report detailing the progress made toward implementing the recommendations of this report, by July 15, 2001.*

Implementation Step 4: *The Police Department should report quarterly to the County Executive the progress in implementing the Task Force recommendations.*

Implementation Step 5: *The Police Department should prepare an annual report on its progress in implementing the Task Force recommendations. The progress report should be presented to the County Executive and County Council as part of its annual budget request, beginning with the fiscal year that commences July 2002. The report shall be made public.*

Implementation Step 6: *An annual evaluation of progress on the recommendations should occur after publication of the July 15, 2001 report. The Task Force recommends that, in view of the report's direct relevance to all County citizens, the evaluations be the subject of a public forum (to be held in locations throughout the County) within 30 days of the publication of each annual evaluation.*

Implementation Step 7: *Most importantly, the leadership of the Prince George's County Police Department must accept daily responsibility for continued reduction of excessive force, harassment and abusive language incidents involving police officers in their contact with community member.*

> The Community Task Force on Police Accountability respectfully presents
>
> these recommendations and this report to strengthen police accountability
>
> and further the improvement of community-police relations in Prince
>
> George's County.

SUMMARY

During the period between June 2000 and January 2001, the Task Force on Police Accountability met to investigate the many issues that had arisen because of expressed community concerns regarding police misconduct. The Task Force believed in the beginning that only a thorough investigation of the practices, procedures, behaviors and the police leadership's response to the articulated issues could begin to reach some understanding of the problem. The last seven months of investigations, forums, focus groups and expert testimony have led to the conclusion that there is much that is right with the Prince George's Police Department. There is, just as obviously, much that needs to be done. The 57 recommendations were developed in response to the Task Force's findings.

Effective police accountability – that is, officers individually and a police department collectively being held accountable for decisions and actions-- is an amalgam of selection, training, supervision, procedures, community involvement and many other factors. To achieve effective police accountability in Prince George's County, the Task Force concluded that the most important factor in any proposed changes is leadership. As a result of our findings and recommendations, it is the Community Task Force on Police Accountability's expectation that the leadership of the Prince George's County Police Department and the Prince George's County community will accomplish this in a mutually respectful manner.

Appendix A

Qualitative Analysis of Focus Groups
conducted on behalf of the

Prince George's County
Community Task Force on Police Accountability

Introduction

In order to gain access to the attitudes and perceptions of civilians toward Prince George's County Police officers, the Subcommittee on Community Relations and Citizen Attitudes of the Prince George's County Community Task Force on Police Accountability conducted focus groups with four groups of identified citizen interests.

The focus groups were conducted on November 13 and 14 at the Sports and Learning Center in Largo, Maryland. The groups were intended to garner citizen perceptions of police procedures, attitudes, and behaviors towards citizens during routine policing activities. Below is a list of the groups that were identified to take part in the groups.

Group	Day	Time
Group #1: Ethnic Males 18 to 35	Monday, November 13	6:30 p.m. to 8:30 p.m.
Group #2: Advocacy leaders in Prince George's County	Monday, November 13	6:30 p.m. to 8:30 p.m.
Group #3: Owners/representatives of businesses in communities with visible police presence	Tuesday, November 14	6:30 p.m. to 8:30 p.m.
Group #4: Citizens Involved in the complaint process	Tuesday, November 14	6:30 p.m. to 8:30 p.m.

Participants in Group #1 were identified by members of the Subcommittee on Community Relations and Citizens Attitudes.

Participants in Group #2 were identified by members of the subcommittee from various community lists and other public information sources.

Participants in Group #3 were identified by members of the subcommittee and other members of the Community Task force for Police Accountability.

Participants in Group #4 were identified from a list provided by the Human Relations Commission of Prince George's County. Each group was limited to a maximum of 10 participants in order to obtain a depth of response. The response rate for each group was quite high with the exception of Group #1. There were 24 people who participated in the focus groups.

Although, it was not the intention, nor was it the focus of the project to separate racial differences (other than obtaining the voices of the males in Group 1) upon general observation, it was clear that the groups were representative of the demographic makeup of the county. Generally, of the 24 participants, about 79% were Black, about 17% were Caucasian, and about 4% were Latino. The ages of participants ranged from 18 to 60. Of the participants, about 67% were female and about 33% were male.

Focus group protocol

The focus group protocol was intended to spark a dialogue between the participants. Participants were shown a video entitled, "Traffic Stop" which was created as a mechanism to communicate the procedures that police should follow in making a routine traffic stop. The video depicted a Black man dressed in a business suit and tie, leaving his house on his way to work, in a clearly middle class neighborhood. He makes mention that he is late and rushes off in his late model car. In the video, he runs a stop sign and is pulled over by a female police officer. The video shows the police officer and the civilian having a dialogue that was sparked by miscommunication, but was remedied when the officer explained standard procedure to the civilian. The video also depicted a second officer approaching the vehicle from the passenger side. The second officer did not speak. The officer gave the driver a ticket and the video is stopped.

The facilitator then asks respondents to talk about the extent to which the video is an accurate depiction of police behavior. The general questions are as follows:

1. In your experience, does this video accurately depict how Prince George's County police interact with citizens?
2. Would you say that this police behavior is the exception or the rule?
3. What was it about the behavior that is consistent or inconsistent with your perception of police?
4. What has been your personal experience with the police in Prince George's County?
5. What, if anything, could be done to increase your confidence in the performance of the Prince George's County police?

Each group was given the same protocol. The facilitators were present merely to encourage dialogue between the participants. The following analysis will present the common themes that emerged generally among all four groups as well as uniquely between the groups.

Common Themes

The voices of the participants were very clear and representative of the four groups identified. Although the groups were different and had one or two unique concerns, there were common themes that were clear and consistent throughout all groups. These themes seemed to transcend the demographic identity of participants and resonate to a unified voice for the participants. These themes can be broken down into three categories: Lack of communication and interactions between police and county citizens; general attitudes and behavior of county police; and differential treatment of citizens by police based on perceived notions of race and class.

Lack of communication and trust between police and County citizens

There was a uniform feeling among the participants that the citizen base within the county and the police who are charged to protect them are not communicating with one another. In each of the groups, participants spoke of strained relationships, mistrust, and misunderstanding on the part of both police and civilians. One male advocacy leader expressed a concern and a willingness to help find a solution to this issue:

> *I'd like to just find...solutions, as to what the police officers can do to improve their relationships with the community, because it is very strained at this point...*

Again, there was a strong sentiment that the main issue is the lack of communication between police and civilians. The business owners talked at length about this, noticing that in the video the two had misunderstandings, but controlled them through good communication.

> *A lack of communication in the Prince George's Police Department and their lack of professionalism, I think, are two major things that need to be addressed.*

> *There is a lack of communication and understanding between the Police Department and the resident, which they serve. Somehow or another, they just don't feel as if they fit in. I don't think they think that we care about them, and we do. At the same time, I think many of the rights that they think are afforded them, that they forget that they are afforded us.*

Civilians don't seem to think that officers care to understand how they feel or even wish to respect them. Many of the participants criticized the video for being too idealistic.

> *It would be nice if all the cops reacted the way that this young lady did. But that just doesn't carry. This looks to me like a film that they just made to make up believe that this is how our cops are but they are not. I won't say that they are all bad. I have some very good friends who are Prince George's cops and they work on task forces and work very hard to try and make sure that the Police Department isn't depicted as all bad. But there are a lot of bad ones out there. My son was a victim of one of these incidents when the cops didn't at all respond like this lady did.*

I think that was the ideal situation. I think what you have going on there are two people that are having very good communication. Unfortunately, I don't think it depicts reality very much.

A large piece of the problem seems to stem from the fact that most citizens just don't know how to behave in police situations. Citizens are not taught. One suggestion would be for police and civilians to come together more regularly to try to strengthen communication as well as to educate each other as to how to interact in situations for the safety and well-being of everyone.

[people are] not built with a lot of common sense and they really need to be trained as far as how hey should act. If you know what to expect, if you've told them what to expect when you're being trained to get your driver's license, you might then react better in dealing with the policeman who stops you for a traffic violation.

There was a seemingly sincere sense of fear of the police on the part of younger civilians. One woman shared that in taking her young daughter to a community event in which police were participants, her daughter expressed fear at the sight of the uniformed officers.

She cried the whole time because police officers were there. She was so petrified that she didn't want to get out of the car...I wanted to diffuse [the situation] so I said, "Come on, let me introduce you to an officer," and she said, "is he going to kill me?"

They treat everybody like they have a gun and like they want to shoot them.

When the police came, my son and this other individual was walking and they saw some people and they told them that there were some little boys playing and throwing snowballs, and they followed my son. Now they asked the people, "Is it these two?" and the people said to them, "No it wasn't those two boys, it was some other little boys." But they followed my son.

These feelings were very directly expressed by the young men who were interviewed:

Nine times out of 10, if a black person gets pulled over by any police, P.G., D.C., if you see the police behind you, what you think, shhhh Lord, you're scared.

I'm always scared when they pull me over, every time.

...these supposed to be the people that are supposed to protect you, but you're scared.

There seems to be a misperception among civilians about what standard procedure is surrounding routine stops. In one group, there was a lengthy and heated discussion around whether or not police should, as a standard procedure, have a second police vehicle and officer attend to the scene. Some participants felt that there is a written procedure that all stops should have two officers attending. Others felt that this was more of an unwritten, informal procedure.

Still others projected the fact that, in the video, the female officer was met by a male officer in another vehicle. This sparked a discussion as to whether the unofficial rule was gender related:

Whether standard or not, there seemed to be strong sentiment that this procedure adds intimidation and hostility to the situation:

> *...maybe there are cases where a second officer is nearby and it might not be a bad idea, but this routine with that guy standing there leering...that was intimidating.*

> *In that movie right there. It was an act. The simple fact that if a cope came up on the passenger side, he always got something to say. In every experience that I've been in, the cop that comes up on the passenger side always has something smart to say -- like one time I was on the passenger seat and the cop had came up, the first cop that pulled us over he asked my name and I said my name is [edited]. Now look, this man asked me for my ID and I gave it to him. The second cop that came up said your f---n name is not [edited]...I'm showing this man my ID and he's telling me that my name is not [edited].*

General negative attitudes and behavior of County police

Citizens expressed a concern that police approach them with an attitude that they have the right to behave in any way they feel fit. This perceived attitude contributes to the lack of trust that civilians hold for police. There is also a feeling of helplessness in the face of a lack of trust, similar to a scenario of the oppressed versus the oppressor.

> *I've been in scenes where they come with their guns out, they're hollering at the top of their lungs, so already this is scary to me. They have a gun pointed at me, they have a flashlight in my face, when I look over in the passenger side, I see another cop with his gun out, and here it is you want me to be able to give you the things you want...you don't talk to animals like that, you don't come to animals with weapon out, a flashlight in their faces and constantly just hollering...I think it makes an unsafe scene.*

> *So here it is you coming on me because you have a job, you think you can disrespect me because your job consists of you protecting and serving...The same guy gets to kill people. They get administrative leave off with pay so I mean you're really like rewarded to do things to us. It is nothing that they are going to be reprimanded, they get rewards for doing stuff to us.*

> *You can go out here on 495 right now and any police officer leaving Upper Marlboro will take the left lane. And that officer expects everybody in the left lane to move over for him. But if I'm driving the speed limit, which is 55 miles an hour, I shouldn't have to worry about that officer being too close to me.*

There was sentiment expressed that police can sometimes behave in aggressive ways that can sometimes be scary and unreasonable.

'cause my son was stopped where [suspects] were, they jumped up, came to his car, snatched his door open, told him get out of the car."...and start all this cussing at him and he told me that he was cussing at him in his ear so the other cops with him couldn't hear him so they couldn't verify that he cursed.

I just don't feel like they have our best interest at heart, a lot of them. I'm not going to say the whole Department is that way, but it's too many that are out there for the pay check and not so much to protect the citizens.

Stereotyped suspicion of citizens by police based on race and perceived class

If there was one sentiment that was pervasive throughout each group, it was the feeling that if you look a certain way, the perceptions of police will take precedence over your rights as a civilian to what might be considered fair treatment. This came across very strongly in the conversations with all participants, especially with the ethnic males. For whatever reason, it is felt by the citizenry that if you are Black and male, you are perceived up front as having done something wrong. This perception, in their minds, makes the communication between the police and the Black citizen much more strained and tense at the time of interaction. This perception is not only attributed to white officers, there is a strong sentiment that Black officers hold the same, if not a stronger perception.

The officer that stopped her, her initial stop was a Black. The officer that was yelling at her in a rude way was a Black. It was a Caucasian male officer that said, calm down, it's okay.

The majority of police officers is Black in PG County. So half the time when you get into altercations with police officers, I'll guarantee you he's Black.

White cops already know what they think about you and you already know what they think about you. It's the black cops trying to prove to them that, "yeah, I'm okay too." I think the same way you think.

I guess most Blacks agree that basically not only White officers, but basically the majority of White people see all Blacks the same.

There is no doubt that this perception is painful to the civilian recipients of it. In the group of young ethnic males, there was a real feeling of frustration. The group was diverse in age as well as background. There was a student, a medical office assistant, an emergency room worker, and a man who had just moved down from New York. These were clearly middle class men. Each of them had stories of how they were treated by police. In each of the stories, one could hear the pain and frustration and the humiliation the young men were experiencing.

I've been living in PG County for 3 years. I work at Washington Hospital Center. I'm an emergency room medical technician. I'm also an owner of a sorry that patronizes peace...I've had incidents where I was treated brutally, mistreated, stereotyped. I've been around people who have gone through the same thing. I think they turn into robots. I believe

after the training and once they get their blue uniform on and they become part of that little gang or whatever it is they are supposed to be, I believe they take off on their on and their own's own.

It was raining – pouring down rain, it was a storm. This particular officer asked us to get out of the car. We said it's raining outside. I had my license and registration in my hand. He never came to the car to identify himself. He never said what force he worked for, hi how are you doing sir, I never got "sir" like the example in the video, I never received that respect at all...we finally get out of the car...he went to the muddiest area and told all of us to get on our knees.

One time I was on the passenger seat and the cop had came up, the first cop that pulled us over he asked my name and I said my name is [edited]. Now look, this man asked me for my ID and I gave it to him. The second cop that came up said your f---n name is not [edited]...I'm showing this man my ID and he's telling me that my name is not [edited].

They ain't going to do all that explaining to a black man, they say, "Get out of the car." They have their hands on their guns, unbuckling the strap...

They don't go through none of that I have to respect you as a citizen and my name is so and so. Let me introduce myself first so I can make this scene a safe scene, a calm scene. The never come off like that. They always come off like, "I am the boss, I run this, I got a gun and a badge, I dare you say something."

You feel disrespect, you feel someone is playing on your intelligence, you feel hurt, you feel a lot of things when another man—first of all you're looking at them like you're no better than me.

There was a sentiment that the perception of guilt is not only racially driven. Depending upon what neighborhood or region a stop is taking place in, it would not matter what your race, you would be under suspicion. Neighborhoods that were mentioned a lot were Langley Park, Hyattsville, and Oxon Hill. Participants expressed that these stereotypes are many times unfair and inaccurate.

You could be a top A student, but because you like to wear baggy jeans or because you like to wear dreadlocks or you have your hair out and so forth, you're automatically classified as to be cautioned. The police officer is approaching your car and is going to look at you.

[Some] neighbors of mine in Hyattsville and their son was coming back from the Metro, waling back to Hyattsville...He's a Black, a Harvard law student...They were looking for somebody...the cops in that area knew about in terms of a description was a Black male, that was it...They saw him. Five cars converged on this young man and they threw him on the ground...it was about 45 minutes before they finally believed who he was, that he lived two blocks away in the neighborhood. He has his ID, he had his school ID from Harvard University and they wouldn't let him go for 45 minutes.

When you say Oxon Hill, you sort of think negative. But I live in almost a $300,000 house, I make over $100,000 a year...I am not [a] poor person. I am not rich, but I'm not [a] poor person. But just because I say Oxon Hill, then you automatically have put me as living in a bad neighborhood.

So, it doesn't all the time be about race, you know, even through you might feel. I know because my sons (I have an 18-year-old and a 22-year-old) and they have been treated terrible in some instances.

Other comments

Although themes that emerged tended toward hostility and frustration toward the police, there were two groups that, especially, who had sympathetic comments to make. The make-up of these two groups was interesting in that there were former members of law enforcement agencies within these groups. This trend may have a tendency to influence the two groups with former police officers as participants toward greater sympathy than the two groups that had no former police officers participating. However, it is important to note these comments as they reflect the voices that came out of the groups.

The main concern reflected in these sympathetic comments has to do with understanding that police have a difficult job to do and that they do not always know who is going to be on the other side of a routine stop. While these comments do not condone inappropriate behavior, they do forgive it when the safety of the greater community is the higher concern.

I'm kind of suspect as to why they were harassed if they didn't bring themselves to the attention of the police, and not that that's an excuse, I'm just saying it just seems a little funny.

Police officers are running up against individuals. Individuals must realize that they're running up against an individual police officer. He may be one of the bad ones, but more than likely he's probably one of the good ones.

Other comments focused on the fact that not all police officers are aggressive.

Even in nighttime, the female officer you generally have a much more courteous person, a much more understanding person, even though you still get the ticket, but, you know, you feel better about it.

The only experience I have is when the alarm in our house got tripped. The police were there, they were very polite to us. They were there in five minutes. They were good.

Distinctions Between The Four Groups

Certainly there were differences in the make-up of the four groups that were interviewed. These differences were intentional. However, in light of those differences, it was interesting to see the common themes that came out of their voices. There were one or two differences that

distinguished the four groups one from another. This section lists those differences and tries to bring out the uniqueness of the groups through the voices.

Group #1: Fear, Anger, Pain

The first group was unique in that they embodied the one group that gets more play in the media as well as in our everyday experience with regard to their relationship with the police. These were young ethnic males. This group was interesting in that they had the lowest turnout of all four groups. Out of approximately 20 participants confirmed, only four showed up to participate. This speaks to the hesitancy of this group to even come to the table to talk about the issue.

The group was 75% Black and 25% Latino (one of the young men was from Puerto Rico). There were two 18 year olds, on 34 year old and one in his late 20s. Not surprisingly, the older males were the most verbal, but the younger males did have a lot to say. All four men were middle class. However, they had each had multiple encounters with law enforcement. These encounters usually stemmed from an unfounded suspicion on the part of police of the young man's guilt. It must be stressed that these young men were not solicited because of any prior experience with law enforcement, these incidents just came out as chance. However, self-selection may play a role in their reasons for being committed enough to show up and talk when their counterparts did not.

The main theme that distinguishes this group from the rest of the groups is that of their feelings of injustice. Each of the young men talked about feeling pain, hurt, anger and even fear. They see no resolution to this issue. Only that they will always be the ones at the end of the gun barrel or lying on the ground with their arms outstretched. One young man sums it up very directly:

Pain, disrespect, and hurt. First of all, you go through enough just being who you are. Like us sitting here talking as Black men. You go through enough just being that and then to have an officer come up on you with no kind of respect. This is the one that should have respect. He should be trying to be a friend to other people if he wants help from these people or if he wants any kind of participation. These are the same people that come back to you and ask you to help them with something and how can I help you when I can be the next victim for you? I can't see me every being on your team, when I am only on your team to convene you to get somebody else that looks just like me. You didn't want to help me when you pulled me over, when you stereotyped me because of the way I looked, but now that you're looking for someone that fit in the same description, but not me, now you want my assistance.

Group #2: Community policing

The advocacy leaders were very diverse not only in age, gender, and race, but also in experience. In fact, within this group, there were a couple of former police officers and also a police trainer. This, again, was a chance occurrence, but it did not stop the group from being frank and honest.

It was clear that members of this group had a lot of experience working with community citizens as well as living within communities as neighbors, homeowners and merchants. It was also clear

that they wanted to find a common ground to the issue of mistrust between the civilian population and police. They were aware of the problems that lack of communication and education on both sides can cause. Some had had personal experiences with police stereotyping either themselves or their children. After having a lengthy and heated discussion about standard procedures (sparked by a debate as to whether the video was right in having a second officer come to assist the female officer on a routine traffic stop), the group came to the consensus that there is a real lack of communication between civilians and police. The major thrust of their concern was how to get back to the notion of community policing.

We definitely have to get to community policing. I'm a firm believer in that. How to get these officers out of the cars, even if they only come out for one hour during their tour. And I know the district commander is going to say, well, I need them out there doing something. But, I mean they can find a way to integrate that.

Group #3: Teach us how to respect one another

The business leaders were the most sympathetic with the difficulty of the police duties. The more they dialogued, the more they began to talk about how difficult it is for police to know who the "real" bad guys are. Much of the sentiment in this group centered around trying to find ways to help people know when to be appropriate with police. Just don't cause any trouble, and trouble will not come to you. The one unique suggestion that came from this group was that of education. It is important not only to education the citizens in how to interact with police, but also to educate the police in how to interact and be appropriate with the citizenry.

In terms of education of the driving population, the citizens, you can have (instead of merely having the mechanical, how to drive a car and these are the rules of the road kinds of courses in high school and privately), we could add on a how to deal with a police officer or a person in authority in various situations which might arise. I think personally the training before the driver's license examinations are taken should be more complete with a wider range...In terms of training of police officers, I guess sensitivity training in an ethnically diverse, multi-cultural society, as we have in Prince George's County, should probably be emphasized.

Group #4: An apology is all I ask

Group 4 was a group comprised of citizens who had at one time or another filed a complaint against a police officer. This was a very unique group with unique needs.

> *Right now I'm just stuck on receiving an apology. I was just hanging for an hour. OK? And I was not under arrest, but it was de fact arrest. OK? Received no apology even after the commission ruled in my favor.*

Group 4 also seemed to feel that going to the commission [HRC] to file a complaint may produce results in terms of a favorable ruling, but whether police are actually disciplined as a result of the work of the commission is something that they are less convinced of.

> *I'd like to know when there's an investigation done and evidence proven that the officer acted unprofessionally and out of character, then that officer needs to apologize to that person that he violated or whatever. He should be made known that you don't have to go that far, you didn't have to carry this far just because this person looked like who you were looking for. Everybody you think is the criminal is not the criminal. Just make sure you got the right guy, or be cautious but don't just go jump out there and start gun slinging and throwing down on the car because he looks like who I'm looking for.*

Conclusion

The voices in this transcript speak for themselves. It is obviously a complex issue to try to understand people's perceptions and the causes of those perceptions. The participants in this project represent some key areas of the citizenry that have a major stake in the issue of police conduct and training. However, these voices should not be thought of as the only constituencies with a voice. This topic should not be thought of as complete. In fact, it is far from complete. The purpose of focus groups is to lend an ear to issues that are hard to get a handle on through empirical means, namely human feelings and the causes of their behavior. If a focus group has been successful, it will raise more questions than it answers. In this case, there are still some questions that need to be addressed before the issue of citizen's perceptions can be put to rest.

1. If there is an inherent lack of communication and trust between police and civilians, what kinds of strategies will work to break down those barriers?
2. Are there differences in how people perceive police and how police perceive people based on neighborhood and geography within the County?
3. What about the issue of immigrant populations?
4. How can the County and police begin a dialogue with young Black and Latino males that will inspire trust and respect across the table on both sides?
5. What type of training can be implemented for civilian County residents to make them aware of their rights as well as their responsibility as far as interacting with the police?
6. What type of training can be implemented for police to make them more sensitive to the concerns of the County civilian population?

7. How can we make the conflict resolution process (complaint process) less time consuming with more direct and specific results?

The focus group facilitators worked hard to bring out the feelings of participants in an objective way. The following are a list of recommended actions that the facilitators suggested after interacting with their respective focus group participants.

1. More time should be granted to conduct a more extensive study and garner more voices from different segments of the community.
2. More voices should be solicited from members of the Latino and Asian community, members of the Black and Caucasian community were well represented within the group.
3. In the complaint group, there were only Black participants, perhaps more time should be taken to interview members of this population from other ethnic backgrounds.
4. Members of the community who have not been involved with police issues or complaints should be interviewed as well.
5. Perhaps a group with only police officers would help bring another perspective.

Appendix B

Summary of Themes Expressed in Community Forums

Theme #1:   Lack of positive police interaction and presence in communities

"I think we need more support and presence in our community." (Langley Park)

"... the police have to do much, much more in terms of taking seriously what community policing calls for." (Langley Park)

"We think this kind of informal climate of trust that was created is what is lacking between the police and the community." (Langley Park)

"Once me and the police, um, officer got in my house, they were confrontational. When they got ready to leave my house, 2 of the officers turned around and told me, 'I hope you never need a police officer again, because if you do, don't call us'." (Oxon Hill)

"The Police Department should be more responsive to citizen concerns. Often you can not get help from the police when you need it" (Oxon Hill)

"... why can't all fourteen hundred and twenty police officers be community police officers?" (Largo)

"They need to learn how to speak to people. They need to realize who the victim is. Okay? And not provoke the person who as called them and asked them for help." (Largo)

"So my recommendation is that we take a look at how we train our officers and include as a part of that training some interpersonal training" (Largo)

"I'm not going anywhere. But I just want the Police Department [to] protect us... I want to see more policemen... we have offered many, many ways that they can come into this community and get action taken that's positive. But nothing has happened and we want to see it happen"(Largo)

"Yeah, I pay taxes. Yes, they're slow to come to my community"(Largo)

"I also would like to see encouragement of the police in our district to have a community relationship with each other. That's by participating in community activities, study groups with the police and the youth" (Largo)

"I have not seen much or the Hispanic group represented on the police force. I would like to see more Hispanics, more Asians, other Black citizens from different countries, Africa and others--I would like to see a really fixed Hispanic group here. The police force should have a permanent resource person and an Asian person, Hispanic person. My group the Asian Americans we have

a lot of retired people that would like to volunteer as resource person for the police force."
(Largo)

POSITIVE COMMENTS:

"...I really appreciate that...we've had some cooperation from the police to help us to rid us of some drug trafficking problems....[t]hey've worked with us, they've, we've been able to communicate with them." (Langley Park)

Theme #2: Lack of ongoing, open communication between police and citizens

"We've got to figure out a way to get people to talk across those lines, not have two separate sets of conversations." (Langley Park)

"It may be possible in the presence of the police for many of the people who are themselves feeling threatened by the police, not to speak as freely." (Langley Park)

"It seems to me that if police officers are here, that has a repressive affect upon the kind of dialogue that I assume you're looking for." (Langley Park)

"... we the citizens need to be apprised and I don't know, I guess educated more on what our civil rights are/Recently, some members of my family were arrested... but they were arrested without a warrant, and without the reading of their Miranda Rights. Their movement was detained for almost 24 hours/There are lots of people who have absolutely been through same things and nobody is doing anything about it" (Oxon Hill)

"The bottom line is the community, all of us, need feedback." (Largo)

"I'd like to say too, maybe here to, at least concur with her that there needs to be some communication between the police force and the citizens." (Largo)

"And I was just wondering what type of training they have in talking with the students and working with our students because I feel that our students need to know that they're there to protect them and not more so, like, they're somewhat criminal or something." (Largo)

POSITIVE COMMENTS:

"I want to say that the police have been trying to approach the community and improve relationships with the community." (Langley Park)

"[A]n administrator of a high school...call[s] on the Prince George's County Police Department...to assist us in providing support for these young people and to turn that support which only comes from places like the Commander of District 4 that we are able to show students that there is an opportunity to develop some trust and they have done that. There are

some people that they come into our sessions and announce that they hate the police..., but they always leave with a new found understanding for what is going on." (Oxon Hill)

Theme #3: Police brutality and poor treatment of Latino and Black youth

"Police should not come into any community, Black Hispanic, African, Asian and as occupied. And that seems to be what happens." (Langley Park)

"And what P.G. is notorious for as far as police brutality, is an attitude that kind of parallels what I saw in the racist Klan activity, an attitude which says that Blacks and minorities, your life is not worth much and until that attitude is eradicated, until we can eradicate racism and police brutality and profiling, that is going to continue" (Oxon Hill)

"...The [Prince George's County Police] have had a reputation for years of being oppressive to minorities, especially Blacks, Hispanics and so on." (Oxon Hill)

"This is against police brutality, all right and there is no sense of accountability" (Oxon Hill)

"As an African, one thing for me I have is an accent/And in most cases on the street I have police doing things to me because of my accent; they do things that are just inhuman to me. And they treat me as if I am trash, even though I have lived here for 21 years. But I am still treated like trash. Why in the Prince George's Police Department I have yet to see Africans in the Police Department? I think that makes me believe that this problem of the Prince George's Police Department treating African like trash is embedded in the Maryland Police Department police and that in turn give rise to all of this kind of treatment." (Oxon Hill)

"I think that we are not only dealing with police brutality, but we are dealing with a system and an institutionalized structure that I think needs to be reformed." (Oxon Hill)

"I don't want no boy or girl to see – to be terrified because my sister and I thought the police was going to kill my mom. A police is supposed to protect people, not to make us fear for our lives" (Oxon Hill)

"They are constantly the victim of police harassment, solely because they are young Black or Hispanic men" (Oxon Hill)

"We try to instruct the youth in proper values and we try to direct them in the correct path. But what we find is that increasingly, the dangers that they face in our community is a community and a nation that evaluates their life and their work as individuals, to the point where it makes possible increasing police brutality ..." (Oxon Hill)

"As a result of [police actions] many of our members who reside in Prince George's County, have a genuine fear for the well-being of their children. Particularly, those who are in their late teens and early 20's..." (Oxon Hill)

"More over, it angers me to no end to hear accounts of African-American males in this County who have died while in police custody" (Largo)

"... the lack of legislative action only leads me to believe that the lives of African Americans and people of colors are less valued in the eyes of the powers that be" (Largo)

"... it was great horror when I found out that a person who was unarmed, accosted and brought into the sub-station less than five minutes from my home, was killed--and not one person said anything about the fact that someone got murdered in the custody of eight police officers, unarmed, less than five minutes from my house ." (Largo)

"At that time there was still a minority in the County but it rapidly changed. And there were a lot of incidents of police brutality. And I moved away after I graduated high school. And I had returned here a year ago. And I live in Greenbelt again. And the situation seems to be the same or even worse..." (Largo)

"... that still in this County minority families tell their young sons, "Be afraid of the police. You can't trust them" (Largo).

"You can't expect the community to accept you when they see all the youth on the ground when you come to lock them up." (Largo)

Theme #4:   Lack of police respect, cooperation, and a "we/they" environment

"The attitudes or the images that people have in this are toward the police are, unfortunately, not conducive to cooperation." (Langley Park)

"The point is that there is an image that exists that creates a we/they situation between the police and the residents". (Langley Park)

"And the bottom line is we need to find a way so that we can work together as equal citizens, not the police on one side and us on the other/We need to develop some type of sensitivity to each other." (Langley Park)

"The police, because of their role as the enforcers of the law, have a very arrogant attitude towards working people, and particularly toward young people." (Oxon Hill)

"Citizens in Prince George's County will not trust police officers and fully cooperate with them until they believe that the bad apples are being weeded out" (Oxon Hill)

"I have found the police to be provocative. I have, and will ask you to please tell the police not to say to a citizen again, 'There is nothing we can do for you' Or 'We are very sorry, we're too busy' Or, 'we do not have enough resources'." (Largo)

POSITIVE COMMENTS:

"[T]he police have actually come to our [community] meetings. And we've told them how we feel and we've seen the changes occur because they have taken our suggestions and listened to our complaint

GLOSSARY

OF

TERMS, ABBREVIATIONS AND EXPLANATORY NOTES

Terms or Abbreviations requiring explanation are marked with this symbol ♣ within the text of the Report

- **ASIAN** – the term is used to generally describe individuals who consider themselves to be of Asian descent.

- **"BEST PRACTICES"** Citizen Complaint Model - The Task Force studied citizen complaint systems in jurisdictions across the country, and selected for Prince George's County's proposed process those policies, procedures, and practices designed to provide maximum accountability, efficiency, and effectiveness.

- **BLACK** – the term is used to generally describe individuals who consider themselves to be African-American, Caribbean, African or other nationalities of color, excluding those of East Indian or European descent.

- **BLUE RIBBON COMMISSION ON PUBLIC SAFETY AND POLICE ACCOUNTABILITY (BRC)** – conducted a review of the Prince George's County Police Department in 1990 and submitted a report containing 50 recommendations for improvement to County Executive Parris Glendening. The recommendations dealt with a wide variety of topics ranging from management and leadership to record-keeping procedures to the recruitment and training of minority members of the Police Department.

- **CITIZEN** – the term is used interchangeably with resident or community member to refer to persons who live or work within Prince George's County

- **CITIZEN ADVISORY COUNCIL** – Citizens from each sector within each Commanding Officer's District interested in police community relations; citizens are nominated by Commanding Officer and approved by Chief of Police. Members meet with Commanding Officers and crime prevention personnel.
Source: General Order Manual (GOM)

- **CITIZEN COMPLAINT OVERSIGHT PANEL (CCOP)** - Agency responsible for reviewing the processing of investigations by IAD and HRC of citizen complaints of alleged use of force, abusive language and harassment against County Police Officers
Source: CB-25-1990, Prince George's County Council

- **CITIZEN POLICE ACADEMY** – Ongoing program to expose citizens to some of the entry-level training received by Police Officers and to serve as an avenue of citizen input for the Police Department.
  Source: Prince George's Police Department Training Guide

- **EARLY IDENTIFICATION SYSTEM (EIS)** – Computer-based, early intervention and prevention program used by Police managers to alert them to employees receiving complaints and using force.
  Source: Prince George's County Police Department Early Identification System Manual

- **FIELD TRAINING OFFICER (FTO)** – Internship program beyond the Police Academy that assists recruits in their professional development as patrol officers.
  Source: Prince George's Police Department Training Guide

- **FRATERNAL ORDER OF POLICE LODGE #89 (FOP)** - Collective bargaining agent of the sworn employees of the Prince George's County Police Department for the purpose of negotiating matters of wages, hours and other terms and conditions of employment
  Source: FOP Preamble

- **GENERAL ORDER MANUAL (GOM)** – The official manual of the Prince George's County Police Department, containing policies, procedures, directives and information established, revised and approved by authority of the Chief of Police
  Source: General Order Manual (GOM

- **HUMAN RELATIONS COMMISSION (HRC)** - Agency responsible for the investigation of discrimination in the areas of employment, law enforcement, housing, public accommodations, commercial real estate and financial lending in Prince George's County; the agency's Law Enforcement Division reviews complaints alleging excessive force, harassment and demeaning language against County Police Officers
  Source: Prince George's County Code, Section 2-192

- **INTERNAL AFFAIRS DIVISION** – Prince George's County Police Department (IAD)— conducts or monitors internal investigations of police officers; has authority and control over all complaints about the conduct of Police Department employees
  Source: General Order Manual

- **LATINO** – the term is used to generally describe individuals who consider themselves to be Hispanic or of Mexican, Latin American or South American descent.

- **LAW ENFORCEMENT OFFICERS' BILL OF RIGHTS (LEOBR)** – State law found in Maryland Code, Article 27, Sections 727 – 734D guaranteeing certain procedural safeguards to law enforcement officers during any investigation or interrogation that could lead to disciplinary action, demotion or dismissal.
  Source: Maryland Annotated Code

- **MARYLAND POLICE AND CORRECTIONS TRAINING COMMISSION (MPCTC)** – Agency vested with the authority to set standards of initial selection and training for all governmental law enforcement…officers in the State of Maryland.
  Source: Prince George's County Police Department Training Manual

- **OFFICE OF PROFESSIONAL RESPONSIBILITY (OPR)** – Newly created division of the Police Department charged with overseeing all police disciplinary actions and designed to identify and correct the abuse of police authority and ensure professional behavior.
  Source: September 21, 2000 Press Release Announcing New Police Initiatives

- **ROLL CALL** – Police Department procedure conducted for any grouping of officers working a patrol assignment or plainclothes assignment in the community. Roll calls are generally conducted for each tour of duty (shift);
  Source: General Order Manual

A REPORT AND RECOMMENDATIONS

BY THE COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY

Presented to:
The Honorable Wayne K. Curry
Prince George's County Executive

February 2001

COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY

REPORT & RECOMMENDATIONS

PRESENTED TO: THE HONORABLE WAYNE K. CURRY
                        PRINCE GEORGE'S COUNTY EXECUTIVE

February 2001

COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY

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Co-Chair
Retired Judge, Maryland Court of Appeals

Dr. Ronald A. Williams
Co-Chair
President, Prince George's Community College

The Honorable Ulysses Currie
Prince George's Senate Delegation Representative

The Honorable Rushern Baker, III
Prince George's House Delegation Representative

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Ms. Edythe Flemings Hall
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Prince George's County Police Department
Representative

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Mr. Steve Dobrosielski
Interfaith Action Communities Representative

Mr. Gustavo Torres
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Prince George's Chamber of Commerce
Representative

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The National Conference for Community &
Justice Representative

Mr. Richard Cherry
Prince George' County Board of Trade
Representative

Ms. Susan Bayly, Esquire
Prince George's County Bar Association
Representative

Ms. Debra Davis, Esquire
J. Franklyn Bourne Bar Association
Representative

Mr. William Stagg
Hispanic Resource Center Representative

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Citizen Representative

Ms. Lulu Alexander
Citizen Representative

Ms. Dawn Johnson
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Citizen Representative

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Ex Officio

ACKNOWLEDGEMENTS

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Executive Summary/Introduction

This Executive Summary introduces the report of the Prince George's County Community Task Force on Police Accountability review of police-community relations in Prince George's County, Maryland.

ORIGIN OF THE REVIEW

County Executive Wayne K. Curry recognized the link between community-police relationships and the quality of life in Prince George's County. Due to ongoing tensions resulting from use of force incidents by police, Mr. Curry appointed the 25-member Community Task Force on Police Accountability. The Task Force's membership includes Co-Chairs, The Honorable Howard Chasanow, a retired judge from the Maryland Court of Appeals, and Dr. Ronald Williams, President of the Prince George's Community College, along with individual representatives from a broad range of organizations reflective of the diversity and interests of our community. The Task Force was charged with examining ways to strengthen police accountability and recommending actions for improving community-police relations in Prince George's County.

The Task Force commenced its review in June 2000 and completed it in December 2000. The 57 recommendations in this report are presented to County Executive Curry and to the Prince George's County community.

OBJECTIVES AND SCOPE

The work of the Community Task Force on Police Accountability was framed by the

following objectives:

- To evaluate law enforcement practices that may adversely affect the well being of Prince George's County citizens*.

- To review the policies and practices of the Prince George's County Police Department concerning the operations of the Internal Affairs Division (IAD)*, use of force, recruitment, training, promotion, psychological services, discipline and other areas that influence citizen attitudes toward police.

- To analyze the complaint investigation process including the role and operation of the Human Relations Commission (HRC)* and the Citizen Complaint Oversight Panel (CCOP)*.

- To consider the effect of Maryland's Law Enforcement Officers' Bill of Rights (LEOBR)*on the efforts of Prince George's County citizens to oversee police behavior deemed inappropriate.

- To recommend policies, practices, and actions for improving relations between the Prince George's County Police Department and the citizens of Prince George's County

The scope of the Task Force's undertaking included consideration of the

following topics whose recommendations are organized within these broad

areas:

- Citizens' Attitudes Toward Police

- Citizen Complaint Process

- Recruitment, Selection and Training of Police Officers

- Policies and Practices Regarding Use of Force

- Accountability, Supervision and Discipline

- Community Policing

✦ Terms or abbreviations requiring explanation are marked with this symbol throughout the report and are listed in glossary.

Additionally, the Task Force identified improvements made subsequent to publication of the 1990 Blue Ribbon Commission (BRC)⁺ on Public Safety and Community Relations report. These are noted throughout the report.

APPROACH

The Task Force members devoted substantial time and effort to the initiative. Over a seven-month period, the Task Force and its subcommittees convened 35 times. Task Force members:

- Reviewed and analyzed extensive documentation and Police Department data

- Invited a broad range of groups (including Police Department personnel) to make presentations at the meetings

- Interviewed the County Executive, the Chief of Police, the Director of the Office of Professional Responsibility and the management consultant to the Police Department

- Organized and participated in public forums

- Organized citizen focus group sessions

- Interviewed the community to gain insight into the issues and concerns affecting our community

- Participated in various training simulations

The Police Foundation, an independent organization dedicated to improving policing nationwide, provided objective, analytical support to the Task Force. The Police Foundation team complemented the work of the Task Force by completing a series of project tasks as follows:

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- Conducted interviews with the County Executive, Director of Public Safety, Chief of Police, contractors, officers and civilians throughout the Prince George's County Police Department.

- Assembled and reviewed policies and procedures, operating memoranda, performance reports, statistical presentations, previous Departmental evaluations, data and related information and documentation.

- Analyzed complaint procedures, Internal Affairs operations, the Department's Early Identification System and related functions.

- Evaluated the Department's personnel continuum including recruiting, selection, training, performance evaluation, and discipline.

- Attended Task Force and subcommittee meetings.

REPORT ARRANGEMENT

This report is organized into an Executive Summary, five chapters and various appendices. The chapters outlined below include Task Force Recommendations and commentary:

- **Chapter 1**   Citizen Attitudes Toward Police and the Citizen Complaint Process

- **Chapter 2**   Policies and Practices Concerning Use of Force

- **Chapter 3**   Accountability and Supervision

- **Chapter 4**   Human Resources Management

- **Chapter 5**   Community Policing

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TASK FORCE CONCLUSIONS

The Task Force identified a number of areas that raised concerns about accountability in the Police Department. Among the more significant concerns are the complaint process, excessive use of force, a selection and supervision system that does not seem to weed out officers who are prone to improper behavior and problems in selecting and training the best suited supervisors.

The Community Task Force's genesis was framed by the concern that the Prince George's County Police Department did not meet the highest standard of accountability – that all community members receive fair, impartial, professional treatment by all Department personnel in all citizen – police contacts. The concern was reinforced by the intervention of the United States Justice Department late in 2000.

The Task Force identified many strengths in the Prince George's County Police Department. The strengths documented in the Task Force report are compelling and praiseworthy. Additionally, in the last two years, and particularly in the last year, the Department initiated a series of actions that the Task Force believes to be an attempt to be responsive to the criticisms of the citizens of the County. These have included:

A. In 1999, in response to the advice of the Citizen Complaint Oversight Panel, enhancements were made to the citizen complaint process by streamlining complaint filing procedures

B.   In 2000, the Department provided triple the number of hours of training mandated by the Maryland Police and Corrections Training Commission for certified officers. This training has included more emphasis on ethical behavior and stresses courtesy and effective communications

C.   Instituted, in 2000, less-than-lethal force technologies that will, it is hoped, reduce the number of excessive force complaints

D.   Instituted a formal supervisor's *Use-of-Force Report* in 2000, to ensure supervisors' accountability for their subordinates' actions

E.   Modified the Early Identification System's criteria to include monthly reporting

It is also important to note that in 2000, the County Executive created the Office of Professional Responsibility (OPR)*, to be directed by a civilian and reporting directly to the Police Chief, as a specialized unit to "police the police". He also initiated the use of mobile data terminals in patrol vehicles as well as installing cameras in the police cars so that traffic stops can be taped and monitored. In this context, it is also important to note that during 2000, the Department received 27 fewer use-of-force complaints than it did in 1999, and that officers involved in shootings decreased from 9 in 1999 to 5 in 2000, this from a five-year high of 16 in 1996. These are all positive developments, and the Police Department should be applauded for them.

Undoubtedly, many issues still remain, and it is the Task Force's response to these issues that will occupy most of the rest of this report.

Citizen attitudes toward police vary substantially across racial and geographic lines and range from a climate of support to feelings of hostility, anger and fear. Community confidence in the police ranges from supportive to a complete absence of confidence. The lack of confidence appears to be centered in the County's Black, Latino and Asian* communities.

The leadership of the Prince George's County Police Department recognizes the problem and the importance of strengthening community support Countywide. At the same time, the Department's leadership needs to do more to remedy an organizational climate that contributes to a lack of community confidence.

The Prince George's County Police Department places priority on the mechanics of policing – training, weapons familiarization, report writing, investigations and related tasks. These tasks are obviously important and should continue. There is more to do. Until residents in all neighborhoods and from all ethnic and racial groups perceive that they receive fair and impartial treatment from County police officers, community-police relations will not improve substantially.

Emphasizing community-oriented policing presents an important opportunity. Currently, the Department has a stated commitment to the precepts of community policing. There appears, however, to be a mismatch between the Department's goals and the allocation of resources to attain those goals. Community policing appears to be a series of programs rather than an operational philosophy that promotes accountability and infuses all aspects of the Department programs and operations.

The quest for accountability is impaired by the structure for investigating civilian complaints against police officers. There is jurisdictional confusion. The Chief of Police and the Department's Internal Affairs Division, the County Human Relations Commission, and the Citizen Complaint Oversight Panel have separate and conflicting roles. The process is impaired further by the State of Maryland's Law Enforcement Officers' Bill of Rights.

The Prince George's County Police Department has made some progress in establishing a structure and supporting processes for improving police accountability and inviting and responding to citizen complaints. Highlights of this progress are as follows:

- Procedures for receiving, recording and investigating citizen complaints are an improvement over the procedures that were in place ten years ago.

- The training program of the Department has improved. The challenge of linking training more directly with the actions of individual police officers continues, and sufficient supervisory training to ensure consistency and accountability in supervision is lacking.

- The promotional process has recently been modified to emphasize job-related skills and abilities rather than relying solely on knowledge tests and oral interviews.

The Department's strengths provide a foundation for improving the relationship between the police and the Prince George's County's diverse community as reflected in the recommendations of the Task Force.

RECOMMENDATIONS

The following 57 Recommendations are listed according to the specific topics set forth by County Executive Curry in the establishment of the Community Task Force On Police Accountability

THE CITIZENS' COMPLAINT PROCESS & DISCPLINARY PROCEDURES RELATED TO CITIZENS' COMPLAINTS

- Process for filing citizen complaints and investigation by the Internal Affairs Division (IAD) of the Police Department
- Role and authority of the Citizen Complaint Oversight Panel (CCOP) and Human Relations Commission (HRC) in the investigation of citizen complaints.
- Disciplinary procedures as they relate to citizen complaints.

RECOMMENDATION 1: *Amend the State of Maryland's Law Enforcement Officers' Bill of Rights (LEOBR) to create a "best practices" Civilian Police Review Board and Civilian Police Commission.*[1]

RECOMMENDATION 2: *Pending the creation of a "best practices" citizen complaint model, make specific amendments to the LEOBR.*

The Task Force recognizes that implementation of the "best practices" citizen complaint model will require substantial revisions to the LEOBR. Until that goal can be accomplished, certain discrete changes should be made to the LEOBR to correct provisions which preclude effective citizen oversight of the complaint process and impede efficient police management, supervision, and accountability.

RECOMMENDATION 3: *Pending passage of the "best practices" model and other recommended LEOBR amendments, consolidate the law enforcement functions of the Human Relations Commission and Civilian Complaint Oversight Panel into a single unit, and create a Civilian Police Review Board ("CPR") which meets the constraints of the LEOBR.*

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[1] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990.

CITIZENS' ATTITUDES TOWARD THE POLICE

RECOMMENDATION 4: *The Department should institute a formal process to ensure professional conduct during all citizen contacts.*

The perception of citizens is paramount in establishing sound community-police relationships. Therefore, the more officers can be encouraged and trained to be more effective in their courtesy skills, the more likely that public trust will be enhanced. Currently, the Department is implementing a process of distribution of officer business cards. Officers should be required, during all citizen contacts, to provide cards with the officer's name, badge number, supervisor's name, contact numbers for both as well as the department, the procedures for filing a complaint, and the telephone number for the established Civilian Police Review Board (CPR). Many departments use foldout cards and also include the mission, vision, and/or values of the agency.

RECOMMENDATION 5: *The Department's public information program should be restructured to improve media relationships and the Department's accountability to citizens in handling of critical incidents internally and externally. This should include the following:*

   A. Development of a pro-active, community-friendly approach to media announcements.

   B. Selection of civilian leadership/staff with professional public relations training and experience.

   C. Consideration of contractual professional assistance as necessary.

POLICIES AND PRACTICES REGARDING USE OF FORCE

RECOMMENDATION 6: *The Department should annually publish a report, including statistics, with the number of use of force complaints, number of charges by category ("excessive force, aggressive force, unnecessary force") and number of sustained charges by category and the specific disciplinary outcome of each sustained charge. The report should be directed to the established Civilian Police Commission (CPC)/Civilian Police Review Board (CPRB)/Community Oriented Policing Commission (COP) and should be publicly available to citizens and community organizations*

RECOMMENDATION 7: *The Department should review and revise policies and procedures that will reinforce the imperative for using the lowest level of force in police–citizen contacts.*

RECOMMENDATION 8: *The Department should report annually to community any outcome of Use of Force policy review and policy revisions, along with the specific means and methods of implementation.*

RECOMMENDATION 9: *The Department should revise policy statements in the General Order Manual regarding discharge of firearms as follows:*

1. *In defense of oneself or others when <u>no reasonable</u> alternatives exist for protection from what <u>reasonably</u> appears to be a significant threat of death or serious physical injury.*

2. *A fleeing <u>felon</u> should not be presumed to pose an immediate threat to life. However, when the escape of such a suspect can reasonably be expected to pose a serious threat to the life of another person, then, under these circumstances, an officer may use deadly force to prevent the escape of such person.*

3. *Shots shall not be fired at or from a moving vehicle except as the ultimate measure of self-defense or defense of another. Firing of weapons at a moving vehicle shall only be done under extreme, close-range circumstances when all other means of stopping the vehicle containing a dangerous felon have been attempted and have failed.*

RECOMMENDATION 10: *The Department should establish a Civilian Police Review Board (see Recommendation 3) which should be given added responsibility for conducting an independent evaluation of the handling of critical incidents (e.g., officer-involved shootings and other use of lethal force) involving the Department. The Executive Director of the Civilian Police Review Board should be notified immediately in the event of the occurrence of a critical event and may act as an independent observer to any criminal, administrative, and/or civil investigation conducted by or on the behalf of the Prince George's County Police Department.*

The conduct of the independent evaluation should include, at a minimum, the following procedures:

A. *Determination of whether officers may have violated Departmental policy and procedures.*

B. *Evaluation of existing policies, procedures, training, equipment and supervision to determine any recommended changes that may be necessary.*

C. *Submission of a report to both the Director of Public Safety and the Chief of Police with findings and recommendations.*

D. *Provide an annual report to the County Executive of complied statistical information of officer-involved shootings for analysis of trends and patterns. The report should also contain any recommendations for improvements in the investigation of critical incidents and/or training needs of police officers.*

RECOMMENDATION 11: *The Office of Professional Responsibility (OPR) should have the responsibility for analyzing and making recommendations to minimize patterns of officer-involved shootings and eliminate the unnecessary, aggressive or excessive use of force.*

RECOMMENDATION 12: *The Department should improve and enhance the content of its officer-survival training to include more emphasis on violence-reduction or tactical conflict management training methods.*

RECOMMENDATION 13: *The Department should base career or promotional advancement, among other factors, on the consistent demonstration of such violence reduction methods of keeping peace within the community.*

RECOMMENDATION 14: *The Department should assure that policies and training emphasize the ability to assess whether or not force is reasonable, and how much force is reasonable for any given situation.*

ACCOUNTABILITY AND SUPERVISION

In order to address issues of accountability and responsibility throughout the police department, a single entity within the Department of Public Safety should serve as the ultimate authority for monitoring and ensuring accountability. This proactive professional compliance entity should have full authority to recommend and administer disciplinary actions.

RECOMMENDATION 15: *The current activities of the Department's Inspectional Services (Internal Affairs Division) should fall under the control and supervision of the newly created Office of Professional Responsibility (OPR). This office should concentrate its efforts on proactive detection and deterrence of police misconduct.*

    A.   Develop quality assurance programs including: integrity checks, covert and random OPR checks (by civilian and sworn investigators) to ensure expectations of citizens and County government are being met, conduct random audits of supervisory activities, and acquire technologies to assist in these efforts.

    B.   Provide quarterly reports to the Police Chief detailing OPR activities and findings.

    C.   Monitor police operations through unannounced inspections, records reviews, random drug testing, post arrest interviews, monitoring or demographics of arrestees, and review of in-car cameras on a regular basis.

    D.   Liaison closely with the County Office of Law and County's Risk Management Division to develop policies and procedures that will minimize police-created liability concerns for the county government.

RECOMMENDATION 16: *The Department should re-examine issues of span of control to ensure that supervisors are capable of providing sufficient time and energy to ensure that their officers have the requisite skills, abilities and personal qualities to perform their duties with the utmost professionalism.*[2]

RECOMMENDATION 17: *The Department should assign personnel such that first line supervisors (Sergeants) do not respond to calls except to conduct random field audits of service delivery, provide command support to officers, or when circumstances require supervisory personnel to be on scene.*[3]

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[2] This recommendation represents (in substance) a recommendation made by the 1990 Blue Ribbon Commission.

[3] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990.

RECOMMENDATION 18: *The Department should make every effort to promote individuals to supervisory positions who have demonstrated the highest levels of integrity, judgment and problem-solving skills.*

RECOMMENDATION 19: *The Department should provide high-quality, intense leadership training for first-line supervisors to make certain that they have the ability to hold officers accountable for their daily interactions with the public.*

RECOMMENDATION 20: *Amend County Charter to permit increase in the number of "At Will" appointments by the Police Chief, permitting greater management flexibility.*

Current organizational structure of Police Department inherently precludes accountability of management to the Police Chief and commanding officers. The Chief should have authority to require that his initiatives be carried out.

RECOMMENDATION 21: *The Department should continue its use of the Early Identification System (EIS)* as a means of early identification and intervention of police officers exhibiting patterns of possible misconduct[4].*

RECOMMENDATION 22: *The Early Identification System should generate statistical information on the number of flagged officers by specific commanders and supervisors. The Department should also adopt a policy to include cumulative complaints and incidents over an 18-month period, in addition to the existing numerical warning flags, within 60-day and 3-month periods. This information should be another accountability tool to discipline supervisors when appropriate and to conduct performance evaluations of supervisors and commanders and thereby also serve as a component of the promotional process.*

RECOMMENDATION 23: *The Early Identification System should generate statistical information on the type of event or circumstance that precipitated complaints and/or use of force incidents. This information should be provided to the Department's Training Division, Psychological Services Division and Office of Professional Responsibility. In addition, this information should be provided to the Civilian Police Review Board for review.[5]*

RECOMMENDATION 24: *The Psychological Services Division should be located outside the County facilities, and have the reporting structure independent of the Police Department's auspices.*

RECOMMENDATION 25: *The Department should attempt to obtain the same individual to conduct pre-screening and fitness for duty psychological examinations, and ensure that this individual is either a psychologist or directly supervised by one.*

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[4] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990
[5] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

RECOMMENDATION 26: *The Department should calculate and maintain statistics on the use of psychological services across service categories and distribute these statistics to command staff.*

Command staff should use these statistics to determine areas for improvement in accountability.

RECOMMENDATION 27: *The Department should review all aspects of its policy on off-duty employment including: legal consequences and liability, the twenty-hour rule and its enforcement, documentation and information management needs with regard to enforcement, and types and locations of off-duty employment. The Department should revise policies and procedures to ensure consistent and effective enforcement.*

RECOMMENDATION 28*: The Department should examine the implications of fatigue from off-duty employment and the effect of extra hours when combining off-duty employment and Department overtime.*

RECOMMENDATION 29: *The Department should examine the implications of off-duty employment in locations where liquor is served, and revise policy to limit or exclude such activity.*

RECOMMENDATION 30: *The Department should conduct comprehensive sick-leave analysis and ongoing monitoring to include an assessment of costs and impact on operations and deployment. The Department should also revise sick leave record-keeping to reflect accountability and operational needs.*

RECRUITMENT AND TRAINING, PERFORMANCE EVALUATION AND PROMOTION

The following have been identified as necessary areas for improvement:

1) selection process, particularly the length of time it takes and some of the components;
2) training content and length;
3) performance standards and evaluation;
4) job definition and potential re-definition of role and responsibilities; and
5) adverse impact analysis at all stages of process.

RECOMMENDATION 31: *The Department should be more proactive in seeking a balance of officers that is reflective of the diversity of the community it serves.*

RECOMMENDATION 32: *The Department should examine potential alternatives to the written applicant screening test, or modifications to the existing test so as to minimize bias. This may include allowing more time for applicants to complete the test, identifying alternative tests, or offering different testing formats for applicants.*

RECOMMENDATION 33: *The Department should develop a recruitment plan targeting Black, Latino, Asian and female candidates. The following strategies should be considered:*

A. *Conduct a salary survey to assess the degree to which the salary and benefits are sufficient to attract qualified, desired candidates particularly within the region.*
B. *Conduct continuous recruiting to address annual vacancies.*
C. *Hire qualified candidates as early as possible without jeopardizing the background investigation or other critical investigative components.*
D. *Support the cadet program to hire candidates below the age of 21 who may become viable police officers after completion of the cadet program.*
E. *Offer more frequent Academy classes in order to prevent good candidates from going to other departments which may start earlier.*
F. *Offer incentive pay for applicants with second language abilities, particularly those languages spoken in various neighborhoods in the County.*
G. *Recruit older applicants with more work and/or life experience.*
H. *Actively recruit applicants with college education.*
I. *Offer reasonable incentive pay for applicants with higher education credentials.*

RECOMMENDATION 34: *The Department should track and monitor recruitment efforts to determine specifically which methods attract the most promising candidates.*

RECOMMENDATION 35: *The Department should review the marketing and recruiting efforts to ensure that service and community orientation is emphasized and professionalism maximized.*

RECOMMENDATION 36: *The Department should conduct an assessment of the numbers of individuals, particularly from various under-represented groups, who fail various exam components to determine if certain groups are vulnerable at various stages.*

RECOMMENDATION 37: *The Department should retain the services of a psychologist with police screening experience to supervise the psychological screening process. (Refer to Appendix I for more specific criteria) This psychologist should ensure that a sufficient and appropriate battery of tests and/or questions (validated for use in police selection) are used to represent the essential components of the job (with emphasis on human and community-relations skills). Also ensure that the instruments used have sufficient validation evidence particularly from predictive studies with law enforcement.*

RECOMMENDATION 38: *The Department must review the selection process of Field Training Officers and introduce more community policing training programs to the Field Training Program.*[6]

RECOMMENDATION 39: *The Department must regularly evaluate Field Training Officers' performance and remove them from the program when performance is not sufficient to achieve the Community-Oriented Policing goals, or allow FTOs to remove themselves from the program.*

RECOMMENDATION 40: *The Department must thoroughly review its program of instruction and re-design it to promote community policing as a dominant Departmental philosophy.*

RECOMMENDATION 41: *The Department must assess ongoing training needs by soliciting input from community members and police officers.*

RECOMMENDATION 42: *The Department should expand community participation in various aspects of police training.*

RECOMMENDATION 43: *The Department should strengthen community policing training and Field Training Officer orientation for Supervisors and establish uniformity in Roll Call procedures.*[7]

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[6] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

[7] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

RECOMMENDATION 44: *The Department should enhance existing training to include the following topics[8]:*

A. *Ongoing interpersonal communication skills, diversity issues, cultural understanding, bilingual skills according to County demographics;*
B. *Stress-Management training and referrals;*
C. *Community policing training for all officers at all stages of career;*
D. *Continued implementation of canine training with "bark, no bite" technique;*
E. *Knowledge, skills, abilities-Management training opportunities for all leadership levels, especially first line supervisors.*
F. *Leadership Training for all sergeants and lieutenants, conducted by non-police personnel;*
G. *Use of Less than Lethal Force to de-escalate situations.*

RECOMMENDATION 45: *The Department should train supervisors thoroughly to provide accurate behavioral assessments of performance rather than subjective factors. This may require a complete revision to the performance evaluation instrument.*

RECOMMENDATION 46: *The Department should emphasize the interpersonal and community relations aspects of an officer's job when developing the appraisal instrument and performance criteria.*

RECOMMENDATION 47: *The Department should update performance standards to include community policing and community relations' aspects and to ensure that the ratings are based on objective, measurable benchmarks of performance.[9]*

RECOMMENDATION 48: *The Department should adopt a "banding strategy" for promotions to assist the Department in better meeting its operational need, and to provide context for a broader definition of fairness that includes factors more related to job performance than to small test score differences.*

RECOMMENDATION 49: *The Department should provide more detailed and specific feedback to promotional candidates in order to reinforce desired behavior in the field. The Department should take every opportunity to reinforce the correct and ideal behavior.*

RECOMMENDATION 50: *The Department should define the role of an officer more specifically, and establish standards of performance designed to allow the agency to best fulfill its mission.*

RECOMMENDATION 51: *The Department should conduct an evaluation of adverse impact during all phases of employment: the initial testing and background review phase; recruit academy performance; and promotions, especially to the rank of Sergeant.*

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[8] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

[9] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

It is important to evaluate the stages in the process at which various candidates are eliminated from contention in order to pinpoint aspects of the process that may need to be reconsidered or modified. It should be noted that the promotional process has been significantly improved in the past several years, particularly in year 2000. The contractor has done a thorough job in identifying critical job competencies, as well as assessing them.

RECOMMENDATION 52: *The Department should conduct a full-scale job analysis for all ranks, establishing performance standards that link current job tasks with required and desirable knowledge, skills and abilities. Such standards should include new performance dimensions that emphasize police-community relations and communication skills. The Department should maintain current job/task analyses for each position (no older than 3 years). The Department should seek support of the United States Department of Justice, Office of Community Oriented Policing Services*, other jurisdictions dealing with community aspects of performance, as well as some citizens in the process of re-defining the officer's role. As always, the FOP labor union should be represented in this process as well.*

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COMMUNITY RELATIONS PROGRAM
[Community-Policing]

RECOMMENDATION 53: *The Department should expand Citizen Police Academy opportunities for youth by coordinating participation of public school students for student service credit hours. Additionally, the Department should identify and select Citizen Police Academy instructors who are culturally sensitive to youth participants and community members.*

RECOMMENDATION 54: *The Department should continue its Community Policing Program for developing partnerships with the community to solve problems and reduce violent crime.*

RECOMMENDATION 55: *The Department should establish a Community Policing Commission to monitor, evaluate and assess the Community Policing Program.*

Specifically, members of the Commission would be responsible for monitoring and evaluating the Department's efforts in implementing community-policing programs. The Community Policing Commission should be broadly representative of the community composed of, at minimum, 15 community representatives. Commission members may include a representative of each council district, each police district and representatives of specific target groups such as business leaders and community leaders, community activists and those who have been involved in the criminal justice system, including ex-felons. Each member would be required to serve on the Commission for one year and must be a County resident. The Chair of the Community Policing Commission should be appointed by the County Executive and confirmed by the Council.

RECOMMENDATION 56: *The Department should continue the use of its Community Activity Report as a mechanism for informing the Chief of Police and command staff of concerns brought to the attention of police personnel during organized community meetings. The reports should also be forwarded to the Community Policing Commission for review.[10]*

RECOMMENDATION 57: *The Department should develop a formal evaluation component for the Community Policing Program, in conjunction with the Community Policing Commission.*

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[10] This recommendation represents (in substance) a recommendation made by the Blue Ribbon Commission in 1990

IMPLEMENTATION RECOMMENDATIONS

It is important to note that some recommendations made by the 1990 Blue Ribbon Commission on Public Safety and Community Relations Report have not, in the Task Force's opinion, been adequately addressed.

The Task Force believes a publicly released, annual accounting of progress on the recommendations of this report is required, based on the history of the Blue Ribbon Commission's (BRC) reporting requirements. While requiring an annual evaluation in their BRC recommendations, only two known evaluations took place, one in 1992 and one in 2000 (this latter in response to the Task Force's request). The Blue Ribbon Commission 2000 Status Report prepared by the Police Department is located in Appendix M. The public needs assurance that the recommendations in this current Task Force report (some of which are identical in intent and substance to those in the 1990 report) are addressed in a timely fashion

The Community Task Force on Police Accountability recommends the following steps for implementation regarding this report.

Implementation Step 1: *The County Executive should direct the Chief of Police to prepare an improvement plan that reflects the recommendations of the Community Task Force on Police Accountability, and that the improvement plan be submitted on or before June 30, 2001.*

Implementation Step 2: *Each recommendation provided in this report should be considered. If a recommendation is rejected, the rationale should be set forth.*

Implementation Step 3: *The County Government should publish and make public a report detailing the progress made toward implementing the recommendations of this report, by July 15, 2001.*

Implementation Step 4: *The Police Department should report quarterly to the County Executive the progress in implementing the Task Force recommendations.*

Implementation Step 5:   *The Police Department should prepare an annual report on its progress in implementing the Task Force recommendations. The progress report should be presented to the County Executive and County Council as part of its annual budget request, beginning with the fiscal year that commences July 2002. The report shall be made public.*

Implementation Step 6:   *An annual evaluation of progress on the recommendations should occur after publication of the July 15, 2001 report. The Task Force recommends that, in view of the report's direct relevance to all County citizens, the evaluations be the subject of a public forum (to be held in locations throughout the County) within 30 days of the publication of each annual evaluation.*

Implementation Step 7:   *Most importantly, the leadership of the Prince George's County Police Department must accept daily responsibility for continued reduction of excessive force, harassment and abusive language incidents involving police officers in their contact with community member.*

The Community Task Force on Police Accountability respectfully presents these recommendations and this report to strengthen police accountability and further the improvement of community-police relations in Prince George's County.

CHAPTER 1

CITIZENS' ATTITUDES TOWARD POLICE AND

THE CITIZEN COMPLAINT PROCESS

This chapter presents the Task Force's observations and recommendations concerning the community's attitudes toward the police and the citizen complaint process in Prince George's County Police Department.

OVERVIEW

Citizens' attitudes toward the Prince George's County Police Department are a barometer of the quality of the relationship between police officers and the community they serve. The attitudes of Prince George's County residents reflect a strained relationship that exists in portions of our community. The Task Force focused on the relationship between the police and the public, on the process that citizens follow to lodge complaints against a police officer, and on the structure that is used to investigate and resolve complaints. The areas covered in this chapter include:

- Citizens' attitudes toward police

- The citizen complaint process

- Maryland's Law Enforcement Officers' Bill of Rights (LEOBOR)

The methods used to complete the analysis that led to the observations and recommendations in this chapter include an analysis of community attitudes expressed in focus groups and community forums; document and statistical review; interviews and "best practices" analysis.

Conclusions, recommendations, and supporting documentation are presented below.

CONCLUSIONS

The attitudes of Prince George's County citizens toward County Police range from supportive to very negative. Whereas some of the public sentiment from the focus groups and community forums focused on non-emotional issues such as traffic enforcement, a great deal of it was the result of hostility, frustration and anger. As the focus groups that were convened on behalf of the Task Force pointed out, perceptions vary across age, race and ethnic background. Specifically, a substantial number of Black and Latino* residents do not trust the Prince George's County Police Department and have fear and anger centered on the issue of police brutality. Adverse perceptions from the focus groups are characterized by four themes as follows:

- Lack of communication and positive interaction between police and citizens

- Overall attitude and behavior of County police officers

- Different treatment of citizens based on race, age, ethnicity and socio-economic status

- Excessive use of force by police

The complete results of the focus groups are presented in Appendix A to this report. Also, a series of community forums was held in three areas of the County: Oxon Hill, Largo, and Langley Park. Statements made during these forums also indicated a range of opinions based on race, ethnic background, age, and geographic area of the County. A summary of these themes is outlined below:

- Lack of positive police interaction and presence in communities

- Lack of ongoing, open communication between the police and citizens

- Insufficient police protection and responsiveness

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- Fear of police by parents and the youths

- Police brutality and poor treatment of Latino and Black citizens, and particularly youth, by police

- Lack of respect, cooperation and a "we/they" environment demonstrated by police, as indicated by a substantial number of citizens

In Largo, the community members expressed concerns across areas, but largely dealt with police lack of responsiveness to citizen complaints. In Langley Park, most of the issues expressed dealt with the "we/they" environment (this is when a group isolates itself from another by referring to the other groups as "they") and a lack of positive presence by the police. In addition, concerns were expressed over the inability of the police to communicate in Spanish with the Spanish-speaking community. In Oxon Hill, the comments primarily emphasized a specific and recent shooting but extended to more general comments about police brutality and poor treatment of Black and Latino youth. A selection of comments from the community forums (centered around the themes above) are presented as Appendix B to this report.

The Department is striving to improve relationships between the police and the community, e.g. the Citizen Advisory Council (CAC)* for each district, and the Citizens' Police Academy* are both intended to be interactive opportunities for community-police communications. Public information, public relations, training and supervision (as described in subsequent sections of this report) are fundamental elements of the improvement.

Additionally, major revision to the method of responding to, investigating and adjudicating citizen complaints against police officers is a prerequisite to improving citizen attitudes toward police officers. Revisions, along with fair, equitable and timely discipline of police officers frame the Task Force recommendations.

RECOMMENDATIONS

Departmental change needs to center on the system that is in place for investigating citizen complaints against police officers and for ensuring that officers are held accountable for their actions. Change is prompted as well by a citizen complaint process that is confusing, duplicative, and, in the view of the Task Force, ineffective and dysfunctional. Three entities – the Police Department Internal Affairs Division (IAD), the Human Relations Commission (HRC), and the Citizen Complaint Oversight Panel (CCOP) – have responsibilities for investigation and review of citizen complaints. The complaint investigation process is illustrated in Appendix C. To make matters more confusing, a State of Maryland statute, the Law Enforcement Officers' Bill of Rights (LEOBR), impairs the investigation and adjudication processes. LEOBR is found in Article 27, Sections 272 through 735D of the annotated Code of Maryland. The purpose of LEOBR is to provide law enforcement officers with due process protection when officers are investigated and/or interrogated as a result of a disciplinary type complaint lodged against them. The LEOBR guarantees certain procedural safeguards during investigations or interrogation that could lead to disciplinary action. Coverage extends to any person who, in an official capacity, is authorized by law to make arrests and who is a member of certain enumerated law enforcement agencies. The police departments of counties are enumerated in the Maryland statute; thus officers of the Prince George's County Police Department are covered. An outline of LEOBR is found in Appendix D.

Citizen Complaint Process

RECOMMENDATION 1: *Amend the State of Maryland's Law Enforcement Officers' Bill of Rights (LEOBR)* to create a "best practices" Civilian Police Review Board and Civilian Police Commission.*

LEOBR must be amended to eliminate its barriers to effective citizen oversight, as well as to improve management, supervision and accountability. LEOBR restrictions limit citizen review of complaints to an advisory function. As such, citizen review board findings and recommendations regarding a complaint are non-binding and subject to rejection by LEOBR hearing boards and the Chief. The LEOBR also places significant procedural and structural restraints on investigations and interrogations of respondent police officers. For example, the LEOBR requires that all complaints of excessive force be notarized and be filed within 90 days of an incident. Also, under the existing law, police officers charged with misconduct cannot be questioned for 10 days. This provision not only impedes the investigation process, but also affords police officers rights beyond those accorded all other citizens.

Based on its review, the Task Force strongly recommends amendments to LEOBR that will permit the adoption of a "best practices" citizen review model. The proposed model is a two-part system composed of a Civilian Police Review Board ("CPR") and a Civilian Police Commission ("CPC"). The proposed modifications to LEOBR are presented as Appendix E.

The mandate of the CPR and CPC shall be to achieve police accountability to all citizens. Accountability shall extend to each member of the Prince George's County Police Department, in each and every rank, position and location.

CPR shall achieve this mandate by citizen review, oversight and investigation of police misconduct; by making policy recommendations to improve recruitment, supervision, training, and overall operating procedures; and by identifying police officers who would benefit from early intervention counseling. The CPR shall be responsible for making recommendations to the Chief regarding case findings and disciplinary action. In cases where the Chief rejects those recommendations, the CPR shall also, where it deems it appropriate, forward such cases for disposition to the Civilian Police Commission.

The CPC shall achieve its stated mandate by having sole jurisdiction to both preside over administrative hearings convened to make findings regarding police misconduct and to determine appropriate disciplinary action.

The CPR and CPC's administrative structure, jurisdiction, investigatory authority, time limits, processes, as well as accountability and public awareness requirements are described in detail in Appendix F.

RECOMMENDATION 2: *Pending the creation of a "best practices" citizen complaint model, make specific amendments to the LEOBR.*

The Task Force recognizes that implementation of the "best practices" citizen complaint model will require substantial revisions to the LEOBR. Until that goal can be accomplished, certain discrete changes should be made to the LEOBR to correct

provisions which preclude effective citizen oversight of the complaint process and impede efficient police management, supervision and accountability. These changes and a brief statement of the Task Force's rationale for each are listed below. Citations are to specific sections of the LEOBR found in Article 27 of the Annotated Code of Maryland.

1. Section 727 (b) and Section 727 (h) (1). Amend definitions of "law enforcement officer"; "interrogating officer"; and investigating officer" to include the County Executive's "designee" in order to permit civilian hearing board members to enable the civilian review board to question officers when investigating complaints. Rationale: Civilian members would address concerns regarding accountability and the independence of the process ("police judging police" problem.)

2. Section 727 (d). Change definition of "hearing board" to permit civilian members. Rationale: same as 1, above.

3. Section 728(b)(4). Delete entire section that states:

   "A complaint against a law enforcement officer, alleging brutality in the execution of his duties, may not be investigated unless the complaint be duly sworn to by the aggrieved person, a member of the aggrieved person's family, or by any person with firsthand knowledge obtained as a result of the presence at and observation of the alleged incident, or by the parent or guardian in the case of a minor child before an official authorized to administer oaths. An investigation which could lead to disciplinary action under this subtitle for brutality may not be initiated and an action may not be taken unless the complaint is filed within 90 days of the alleged brutality."

Rationale: The requirement that only certain people may bring complaints is unnecessarily limited. For example, it precludes an advocate from making a complaint for a person who has no family but is incapacitated. With respect to the 90 day limit, citizens who might

file a complaint are often the subject of criminal charges and fear filing brutality complaints until their cases are adjudicated.

4. Section 728(b)(12)(ii). Delete this subsection on expungement of complaints against officer. Rationale: The ability to track complaints beyond three years will improve identification of officers who may benefit from intervention.

5. Section 729. Delete this section limiting disclosure of officer's finances. Rationale: The ability to identify officers with financial problems is likely to improve early intervention for officers under stress and reduce susceptibility for corruption. No other county or state employees have similar limits.

6. Section 730 (j). Broaden subpoena power to civilian review board. Rationale: This change to the complaint process in Prince George's County will permit a civilian agency to investigate and review complaint disposition. Models are Detroit, San Francisco and Minneapolis, which have civilian oversight of the complaint and discipline process.

7. Section 728(b)(10)(iii). Delete this requirement for the suspension of interrogation of a police officer for a period of time not to exceed 10 days until representation is obtained. Rationale: Delay may affect integrity of investigations. The rule appears to be arbitrary because officers have access to legal counsel in less than 10 days. Finally, no other county or state employees (or citizens generally) have this right.

8. Sections 730, 731. Amend these sections to change the hearing board to a grievance process similar to one currently in effect for all other county and (and state) employees. This means that a citizen police commission would hear grievances, and police officers would have the right to grieve after discipline is imposed. Rationale: The current process results in inordinate delays and has an adverse impact on the ability to produce witnesses, evidence, etc., as well as the integrity of the process generally.

RECOMMENDATION 3: *Pending passage of the "best practices" model and other recommended LEOBR amendments, consolidate the law enforcement functions of the Human Relations Commission and Civilian Complaint Oversight Panel into a single unit, and create a Civilian Police Review Board ("CPR") which meets the constraints of the LEOBR.*

Pending passage of the "best practices" model and other recommended LEOBR amendments, the Task Force proposes adoption of the strongest possible civilian review system within the constraints of LEOBR as a short term--but immediate--step to improve civilian oversight. To achieve this goal, the law enforcement functions of the Human Relations Commission and Civilian Complaint Oversight Panel must be consolidated into a single unit. This single unit would be a Civilian Police Review Board ("CPR") which meets the constraints of the LEOBR.

The Task Force has concluded that consolidation of the HRC and CCOP's functions would build on the strengths of HRC and CCOP and create a process which will warrant credibility and gain the trust of both citizens and police officers.

Specifically, the Task Force found that the Human Relations Commission's ("HRC") strength lies in the authority granted by County Code to investigate citizen complaints of police misconduct simultaneously with the IAD investigation; CCOP's strength lies in aggressive citizen review. The County Code's intent was that the HRC investigation would provide an independent review which, in turn, the Civilian Complaint Oversight Panel ("CCOP") would rely on to review citizen complaints. The Task Force found, however, that HRC's significant lack of timely completion of case investigations has hindered the existing citizen review process; similarly, CCOP's lack of independent

investigatory authority has undermined the authority of CCOP's recommendations to the Chief and thereby weakened its overall effectiveness.

Consolidation of HRC and CCOP functions into one unit will result in a more effective use of scarce resources to develop enhanced investigative, administrative, and oversight expertise. Identifying one unit responsible for independent, non-police investigation and review of allegations of police misconduct will provide citizens with a clear process for filing complaints and will ensure administrative accountability.

The function, jurisdiction and operation of the CPR are described in detail in Appendix F-2, and summarized as follows:

The CPR should be established under the County Code and within the Executive Branch of Prince George's County. The CPR should have jurisdiction over all complaints of police misconduct concerning:

- Use of excessive force

- Retaliation

- Inappropriate language or behavior

- Harassment

- Improper discrimination in providing services

- Theft

- Willful and deliberate failure to provide police protection

As recommended by the Task Force, the CPR Board would have nine members, appointed by the County Executive and confirmed by the County Council. Current or former Prince

George's County officials or police officers would not be eligible for appointment. The County Executive would set term conditions, e.g., length and limits.

The CPR Board would nominate the Executive Director, who would be appointed by the County Executive. The Executive Director will oversee the day-to-day investigations and operations of the agency, including a program for mediation of complaints in appropriate cases.

The CPR would have subpoena power and the authority to investigate citizen complaints of misconduct independently from, but concurrently with, the Police Department. The CPR would normally make decisions regarding complaints based on the investigatory records but would have the discretion to convene an evidentiary hearing.

Both the complainant and the respondent officer would be informed of the status of the investigation as it proceeds. Except in emergency situations, the Chief of Police would not make a decision regarding a complaint until he had received and responded to the CPR's report and recommendations. If the Chief rejects the CPR's recommendations, he will be required to provide a written explanation within 30 days after which the CPR can conduct further investigation based upon the issues raised by the Chief. If the CPR reconfirms its original recommendation and the Chief maintains his position, the Chief will provide a written explanation considering any new information provided by the CPR. The CPR's recommendation and the Chief's final response would be communicated to the complainant and the police officer. The complainant and officer shall have the opportunity to meet with the Executive Director of the CPR to discuss the disposition of the complaint and any concerns regarding the CPR's handling of the complaint.

The CPR would be required to file an annual report. To ensure public confidence in the process, an independent audit of CPR cases would be conducted annually.

Citizens' Attitudes

RECOMMENDATION 4: *The Department should to institute a process to ensure professional conduct during all citizen contacts.*

The perception of citizens is paramount in establishing sound community-police relationships. Therefore, the more officers can be encouraged and trained to be more effective in their courtesy skills, the more likely public trust will be enhanced. Currently, the Department is implementing a process of distribution of officer business cards. Officers should be required, during all citizen contacts, to provide cards with the officer's name, badge number, supervisor's name, contact numbers for both as well as the department, the procedures for filing a complaint, and the telephone number for the Civilian Police Review Board (see Recommendation #3). Many departments use foldout cards and also include the mission, vision, and/or values of the agency. This policy should be noted in the Department's General Order Manual.

RECOMMENDATION 5: *The Department's Public Information Office should be restructured to improve media relationships and the Department's accountability to citizens in handling of critical incidents internally and externally. This should include the following:*

    A.   *Development of a pro-active, community friendly approach to media announcements*
    B.   *Selection of a civilian leadership/staff with professional public relations training and experience*
    C.   *Consideration of contractual professional assistance as necessary.*

The Press Information Office (PI0) should play a key role in fostering positive attitudes toward the Prince George's County Police Department. It is currently managed by a lieutenant and sergeant and staffed by five press information officers and works closely with the Director of Public Affairs to inform citizens about, and promote confidence in, the County Police Department. The policies concerning public information and press relations are set forth in detailed standard operating procedures that are provided to media representatives.

The Press Information Office, housed within the Office of the Chief, is responsible for:

- Providing factual information to news media;

- Coordinating requests for information within the Department;

- Explaining Department policies concerning information release;

- Commenting on Internal Affairs and other investigations status when appropriate and in accord with law.

Notwithstanding the effort and resources that the Department devotes to public relations, press relations, and overall community relations, the problems with Communications still persist. Change is essential.

CHAPTER 2

POLICIES AND PRACTICES CONCERNING USE OF FORCE

This chapter presents the Task Force's observations and recommendations concerning the use of force by Prince George's County police officers with an emphasis on lethal use of force.

OVERVIEW

Public concern about use of force by Prince George's County police officers was a major contributing factor to the convening of the Community Task Force on Police Accountability by County Executive Wayne Curry. Use of force refers to a continuum of choices that police officers have available for resolving disputes and handling confrontations.

CONCLUSIONS

There is no single issue which provokes both majority and minority resentment, and that has more potential for community conflict, than the use of deadly force. Even though a majority of the lethal use-of-force incidents that have occurred in Prince George's County have not resulted in criminal prosecution of the police, community members expressed outrage during an open community forum in Oxon Hill on September 28, 2000:

> *"I think in the last 13 months, with 12 police shootings, and 5 murders, that P.G. County is quickly becoming the county for police brutality in the nation. And it is an utter disgrace."*

> *"...police are supposed to protect people, not to make us fear for our lives."*

RECOMMENDATIONS

Community members are demanding some other reasonable means that officers could use to de-escalate situations rather than resorting to use of lethal force. The taking of a human life is the final point on the use of force continuum and should always be considered a last resort.

RECOMMENDATION 6: *The Department should annually publish a report, including statistics, with the number of use of force complaints, number of charges by category ("excessive force, aggressive force, unnecessary force") and number of sustained charges by category and the specific disciplinary outcome of each sustained charge. The report should be directed to the established Civilian Police Commission (CPC)/Civilian Police Review Board (CPRB)/Community-Oriented Policing Commission (COP) and should be publicly available to citizens and community organizations.*

The General Order Manual* of Prince George's County Police Department incorporates use of force directives. The following definitions are listed:

- Excessive force – intentional, malicious or unjustified use of force resulting in injury or potential for injury

- Aggressive force – force unreasonable in scope, duration or severity under the circumstances (e.g. continued use of force when resistance has ceased)

- Unnecessary force – force inappropriate to effect an arrest or control a situation; includes use of force when none is necessary.

See Appendix L (General Order 3/901-Use of Force)

The Prince George's County Police Department's General Order Manual is quite specific in describing situations wherein a police officer may discharge his/her firearm (as stated in Section 3/902.05). This directive requires an officer, whenever possible, to identify himself/herself and verbally warn a suspect before firing a weapon. As noted in the General Order Manual, firearms may only be discharged as follows:

1. In defense of oneself or others when no apparent alternatives exist for protection from what appears to be a significant and immediate threat of death or serious physical injury.

2. To apprehend a fleeing person when no reasonable alternative for apprehension exists and the officer has probable cause to believe the person:

   A. Has committed a crime involving the infliction or threatened infliction of serious physical injury
   B. Poses an immediate and significant threat of serious physical injury (SPI) to the officer or to others

3. To fire at or from moving vehicles when:

   A. Occupants of the vehicle are threatening or using deadly physical force by a means other than the vehicle and the safety of innocent persons would not be unduly jeopardized by the officer's action

   B. The other vehicle is operated in a manner to strike an officer or citizen

4. To kill seriously injured animals or those posing a threat to human safety

Policies related to Discharge of Firearms demand revision.

RECOMMENDATION 7: *The Department should review and revise policies and procedures that will reinforce the imperative for using the lowest level of force in police – citizen contacts.*

RECOMMENDATION 8: *The Department should report annually to the community any outcome of Use of Force police review, policy revisions along with the specific means and methods of implementation.*

RECOMMENDATION 9: *The Department should revise policy statements in the General Order Manual regarding discharge of firearms as follows:*

1. *In defense of oneself or others when no <u>reasonable alternatives</u> exist for protection from what <u>reasonably</u> appears to be a significant threat of death or serious physical injury*

2. *A fleeing <u>felon</u> should not be presumed to pose an immediate threat to life. However, when the escape of such a suspect can reasonably be expected to pose a serious threat to the life of another person, then, under these circumstances, an officer may use deadly force to prevent the escape of such person.*

3. *Shots shall not be fired at or from a moving vehicle except as the ultimate measure of self-defense or defense of another. Firing of weapons at a moving vehicle shall*

only be done under extreme, close-range circumstances when all other means of stopping the vehicle containing a dangerous felon have been attempted and have failed.

Officer-involved shootings are the most serious type of force used by Prince George's County police officers. Whenever these types of incidents occur, there is consternation among, and questions raised by, community leaders and from members of the community at large, for example:

> *"I am here to say that I am outraged, and the Prince George's County Police Department seems to be out of control. Those who are entrusted with the authority to administer justice must be held accountable." (Public Forum on Police Accountability Oxon Hill)*

To address the heightened concerns of the community that follow officer-involved shootings and other incidents of aggressive, unnecessary and excessive force, a process of independent civilian review of officer-involved shootings [and other incidents of aggressive, unnecessary and excessive force] should be established in Prince George's County.

RECOMMENDATION 10: *The established Civilian Police Review Board (see Recommendation 1) should be given added responsibility for conducting an independent evaluation of the handling of critical incidents (e.g., officer-involved shootings and other use of lethal force) involving the Department. The Executive Director of the Civilian Police Review (CPR) Board should be notified immediately in the event of the occurrence of a critical event and may act as an independent observer to any criminal, administrative, and/or civil investigation conducted by or on the behalf of the Prince George's County Police Department.*

The conduct of the independent evaluation should include, at a minimum, the following procedures:

> *A. Determination of whether officers may have violated Departmental policy and procedures.*
>
> *B. Evaluation of existing policies, procedures, training, equipment, and supervision to determine any recommended changes that may be necessary.*
>
> *C. Submission of a report to both the Director of Public Safety and the Chief of Police with findings and recommendations.*

D.   *Provision of an annual report to the County Executive of compiled statistical information of officer-involved shootings for analysis of trends and patterns. The report should also contain any recommendations for improvements in the investigation of critical incidents and/or training needs of police officers.*

RECOMMENDATION 11: *The Office of Professional Responsibility (OPR) should have the responsibility for analyzing and making recommendations to minimize patterns of officer-involved shootings and eliminate any unnecessary, aggressive or excessive use of force.*

When examining whether any correlation exists between officer-involved shootings and the demographics of particular communities (i.e., poverty, income equality, social class, race, crime levels, etc.), the analysis should represent an effort to understand the propensity for use of force and the context in which officers shoot and to generate strategies to lower the use of force level. Strategies that could be developed based on an assessment of patterns of shootings and the unnecessary, aggressive and excessive use of force might entail the following:

- adjustments in the activity of particular units

- redeployment of officers among beats

- adjustments in the percentage of cars responding to certain types of events

- adjustments in the tactical handling of individual calls for service

Citizens are entitled to professional and appropriate conduct when interacting with officers. It is essential that officers treat citizens with a certain level of dignity and respect, regardless of the actions of the citizen.

Exposure to increasing levels of violence faced by police officers has precipitated an emphasis on officer safety in training and departmental policies over the past 20 years

nationally. It is likely that some of the more aggressive tactics officers are trained to use

to ensure their safety alienate members of the community and promulgate the negative

reputation which Prince George's County officers have carried with them through the

years. Individuals from an open community forum shared with the Task Force the

following:

> *"I can assure you that to the P.G. County Department of Police brutality is*
> *nothing new. I have been aware of police brutality here for over 30*
> *years."*
>
> *"My own son, who is 22 now, was the victim of police brutality here in*
> *Prince George's County about 4 years ago. He received multiple K-9*
> *bites, whacks upside the head by the officers. I guess it was done with*
> *flashlights or a Black jack."* And
>
> *"I've had a lot of wonderful experiences with officers in Prince George's*
> *County; worked together with any number of them. Work at our schools*
> *and I know there are a lot of fine people. But I know there are a lot of fine*
> *people who are cringing at the behavior of many of their colleagues who*
> *just don't seem to embrace the same notion of fairness and equal*
> *protection that most of us embrace."*

Effective violence-reduction training in conjunction with officer-survival training may

help reduce shootings and use of excessive force by the police, thus enhancing officer

safety by improving police-citizen rapport. Training technologies available in Prince

George's County Police Department include: a Judgmental Shooting Simulator; Range

2000 (a scenario-based simulator that gauges officer decision-making at various stages in

an encounter); the Use of Simunitions (a training maneuver using specially designed

service weapons equipped with paintball projectiles); and such less-than-lethal-force

options including the WRAP, and Pepperball system. The WRAP system uses a canvas

device around the body of a violent offender as a restraint. The Pepperball system shoots a

plastic ball containing dry oleoresin capsicum (OC) powder, a mace-like substance that opens upon impact and temporarily irritates the eyes.

While the Police Department has instituted these alternatives for use of force training, such training only provides guidance to officers in making judgments about the appropriate tactics to use in various field situations (i.e., officer-survival). More emphasis should be focused on training methods designed to enhance the skills needed for resolving violent encounters without resorting to use of unnecessary, aggressive or excessive [deadly] force. Violence-reduction or tactical conflict management training methods should be provided for both recruit and in-service training. Violence-reduction or tactical conflict management training stresses how to control a potentially violent encounter and how to de-escalate rather than exacerbate tensions between the officer and the citizen. The basic premise of such training is that officers have some capacity to influence the outcome of some of the situations they encounter.

RECOMMENDATION 12: *The Department should improve and enhance the content of its officer-survival training to include more emphasis on violence-reduction or tactical conflict management training methods.*

RECOMMENDATION 13: *The Department should base career or promotional advancement, among other factors, on the consistent demonstration of such violence reduction methods of keeping peace within the community.*

REASONABLENESS OF FORCE

In addition to emphasis on less-than-lethal alternatives and violence-reduction training, the Police Department should place more emphasis on whether or not use of any force or the degree of force used is reasonable in any given situation. Officers who refrain from shooting (or unnecessary, aggressive or excessive use of force) are usually those who are

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adept at de-escalating potentially volatile situations, as well as those who recognize when

to disengage from situations as defined in the General Order Manual.

RECOMMENDATION 14: *The Department should assure that general policies and training methods emphasize the ability to assess whether or not force is reasonable, and how much force is reasonable for any given situation.*

CHAPTER 3

ACCOUNTABILITY AND SUPERVISION

This chapter presents the Task Force's observations and recommendations concerning police officer accountability and supervision.

OVERVIEW

Organizational and individual accountability is a continuing challenge for all police departments. The challenge is framed by the decentralized nature of police service delivery – police officers in patrol cars – and the need for timely, independent and clear decision-making by police officers. Meeting the challenge requires a strong link between sergeants (first line supervisors) and police officers, accompanied by clear policies and procedures and unambiguous direction from the Chief and department managers.

The Prince George's County Police Department's accountability and supervision matrix includes elements considered in other sections of this report, e.g., the citizen complaint process, as well as the following areas:

- Accountability

- Early Identification System*

- Psychological Services and Employee Assistance Program

- Policies on Off-duty Employment and Conduct

- Sick Leave

The methods used to complete the analysis that led to the observations and recommendations in this chapter include document and statistical review, interviews, comparative analysis and "best practices" analysis.

Conclusions, recommendations and supporting documentation are presented below.

CONCLUSIONS

Accountability

In order to address issues of accountability and responsibility throughout the Police Department, a single entity within the Department of Public Safety should serve as the ultimate authority for monitoring and ensuring accountability. This proactive professional compliance section should have full authority to recommend disciplinary actions.

RECOMMENDATION 15: *The current activities of the Inspectional Services (Internal Affairs Division) should fall under the control and supervision of the newly-created Office of Professional Responsibility (OPR). This office should concentrate its efforts on proactive detection and deterrence of police misconduct by emphasizing the following:*

   A. *The Office of Professional Responsibility should develop quality assurance programs including: integrity checks, covert and random OPR checks (by civilian and sworn investigators) to ensure expectations of community members and County government are being met, conduct random audits of supervisory activities, and acquire technologies to assist in these efforts*

   B. *The Office of Professional Responsibility should provide a quarterly report to the Police Chief detailing OPR activities and findings*

   C. *The Office of Professional Responsibility should monitor police operations through unannounced inspections, review of records, random drug testing, post-arrest interviews, review or maintain demographics of arrestees, and review of in-car cameras on a regular basis.*

   D. *The Office of Professional Responsibility should liaison closely with the County Office of Law and the County's Risk Management Division to develop policies and procedures that will minimize police-created liability concerns for the County Government.*

Another way to improve accountability within the Prince George's County Police Department is to emphasize supervision. According to The Blue Ribbon Commission Report of 1990, span of control* needed attention. A supervisor's ability to supervise is affected by the number of individuals that report to him/her, the degree to which he/she must respond to calls for service, and the quality of his/her supervisory skills.

RECOMMENDATION 16: *The Department should re-examine issues of span of control to ensure that supervisors are capable of providing sufficient time and energy to ensure that their officers have the requisite skills, abilities and personal qualities to perform their duties with the utmost professionalism.[11]*

RECOMMENDATION 17: *The Department should assign personnel such that first line supervisors (Sergeants) do not respond to calls except to conduct random field audits of service delivery, provide command support to officers, or when circumstances require supervisory personnel to be on scene.*

RECOMMENDATION 18: *The Department should make every effort to promote individuals to supervisory positions who have demonstrated the highest levels of integrity, judgment and problem-solving skills.*

RECOMMENDATION 19: *The Department should provide high-quality, intense leadership training for first line supervisors to make certain that they have the ability to hold officers accountable for their daily interactions with the public.*

RECOMMENDATION 20: *Amend County Charter to permit increase in the number of "At Will" appointments by the Police Chief, permitting greater management flexibility.*

Rationale: Current organizational structure of the Police Department inherently precludes accountability of management to the Police Chief and commanding officers. The Chief should have authority to require that his initiatives be carried out.

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[11] This recommendation represents (in substance) a recommendation made by the 1990 Blue Ribbon Commission

Early Identification System (EIS)

Various research studies have provided empirical data suggesting that a small number of police officers are responsible for a disproportionate amount of unacceptable police behavior. As a consequence, many law enforcement agencies have developed or acquired risk management systems (i.e., early warning systems) to identify problem behavior and provide a mechanism for early intervention to correct that behavior. In general, implemented early warning systems are non-punitive, with a specific focus on intervention strategies to assist officers who may be having job stress and/or performance problems. The overall objective of these early warning systems is to create a culture of accountability within the law enforcement agency.

Based on the 1990 Blue Ribbon Commission recommendation that the Department gather information relating to potential patterns of "at-risk" behavior, the Prince George's County Police Department developed a computerized early warning system that was made operational in January 1997. The Prince George's County Police Department's Early Identification System (EIS) was designed to provide information to Department employees with regard to citizen complaints or allegations, officer-involved shootings and use of force incidents.

To assess the effectiveness of the Early Identification System, the Community Task Force on Police Accountability examined documents describing policies and procedures provided by representatives of the Internal Affairs Division. Additionally, interviews were conducted with the Internal Affairs Division investigators and the Commanding Officers of both Internal Affairs and Inspectional Services.

According to documents reviewed by the Community Task Force on Police Accountability, the central theme behind the development of the Early Identification System was the Department's concern that officers experiencing high levels of job stress would transfer that stress to the job, thereby negatively impacting performance of their duties. As a consequence, officers would receive high percentages of citizen complaints and/or would perform at a sub-standard level. It is the intent of the Department to reduce such events through early identification of, and intervention with officers exhibiting job stress.

The Early Identification System is maintained in the office of the Internal Affairs Division. The Department developed protocols for appropriate limitations on access to information contained in the system (i.e. Internal Affairs investigators). The database includes police personnel information and complainant information such as name, address and other contact information. It also includes details of when and where the incident occurred, in what district it occurred, a summary of what action the officer was undertaking at the time of the alleged incident, what type of alleged misconduct and other details. Information entered into the system is assigned a specific Internal Affairs case number. The EIS data is linked in such a manner that information on an individual case can be cross-referenced to other reports (e.g., a citizen complaint or a use of force incident). In addition to providing early identification of problem officers, the system serves as an Internal Affairs case-tracking system—providing a mechanism for investigators to assess their progress on individual cases under investigation.

The system is designed to provide commanders and supervisors with "timely" identification of problem officers in order that evaluation and appropriate action can be

taken to address patterns of possible misconduct. The Department has developed a series of intervention responses available to commanders and supervisors for appropriate remedial action to include:

- refer for informal counseling

- conduct formal monitoring by a supervisor for 24 weeks with monthly formal review and reporting (EIS Follow-up Supervisory Monitoring Form) of the officer's performance

- refer (voluntary or mandatory) to the Department's Psychological Services Division

- change the officer's duty status

- reassign the officer

- refer for mandatory retraining

These retraining topics can include Citizen Interaction, Conflict Resolution, Complaint Avoidance, Use of Force, Officer Survival, Communications, Human/Community Relations, Stress Management, Diversity, Anger Management and/or Negotiating Skills. The Department has established numerical "warning flags", within a designated time period, involving specific categories of information (e.g., citizen complaints and use of force incidents). These "warning flags" are contained in the system to prompt supervisors of the need to provide appropriate non-disciplinary remedial action of identified officers. They are used to produce both monthly and quarterly reports of potential problem officers, which are disseminated to the identified officer's commander and immediate supervisor.

In reference to use of force, the monthly EIS report lists officers who have, in the past 60 days, been the subject of either:

    ✓ two (2) or more complaints or use of force incidents, or

    ✓ one (1) complaint and one (1) use of force incident

At the discretion of the Commander of Internal Affairs, the monthly report is distributed to the commander of the Department where the officer is assigned. District/division commanders, section/shift commanders and the officer's immediate supervisor are required to interview the officer formally. Quarterly reports list officers who have been the subject of two (2) or more complaints and/or a combination of three (3) or more complaints and use of force incidents in a three-month period. Again, district/division commanders, section/shift commanders and the officer's immediate supervisor are required to interview the officer formally.

Departmental policy and procedure dictate the conduct of the formal interview process of identified officers. The number of Department personnel present in the interview includes, at a minimum, the officer, the officer's immediate supervisor, lieutenant, captain, and the district/division commander. Commanders and supervisors are required to review each complaint and use of force incident in sufficient detail, and to consider those events in relation to other factors (e.g., excessive absenteeism) concerning the officer. During the interview, the commander makes an assessment as to whether the officer is exhibiting stress-related behavior and, if so, the required intervention action is taken. The commander is then required to submit a written report to the Chief of Police indicating the date and time of the interview, participants in attendance, the results of the assessment (Commander's EIS Options Summary form) and intervention action taken. It should be noted that in the event that no intervention action is taken against the subject

officer, the commander must articulate specific reasons for not recommending intervention action.

It was noted that since EIS's inception in 1997, fewer officers have been flagged. For example, during 1997 the system flagged 84 officers and, in the following year, 29 officers were flagged. The number of officers flagged during 1999 declined even further with 19 officers identified by the system.

The system provides commanders and supervisors with relevant information to assist officers who may be having job-related problems. It is non-punitive in that the intervention prompted includes supervisory review, counseling or additional training as opposed to formal discipline.

The Task Force noted that the EIS is not being used to its fullest capacity. With the wealth of information contained in the system, it can provide an excellent analytical tool for assessment of training, supervision and Departmental policies and procedures. Unfortunately, due to limited personnel in the Internal Affairs Division (i.e., internal affairs investigators) with authority to access the system, the Department is not undertaking the essential task of analyzing the data in the EIS. As a result, the system lacks a psychological evaluation component. Because these analyses are not being conducted, the Department may lack the capacity to refer individuals whose circumstances may warrant intervention and/or evaluation through fitness for duty examinations, etc. In addition, the Department does not have sufficient data on psychologically-related performance variables (e.g. ability to function under stress, etc.)

generated from performance evaluations or the EIS in making promotional decisions outside of the existing promotional assessment process.

RECOMMENDATION 21: *The Department should continue its use of the Early Identification System as a means of early identification and intervention of police officers exhibiting patterns of possible misconduct.*

RECOMMENDATION 22: *The Early Identification System should generate statistical information on the number of flagged officers by specific commanders and supervisors. The Department should also adopt a policy to include cumulative complaints and incidents over an 18-month period, in addition to the existing numerical warning flags, within 60- day and 3 month periods; This information should be used as an accountability tool to discipline supervisors when appropriate and to conduct* performance *evaluations of supervisors and commanders, and thereby also serve as a component of the promotional process.*

Departmental documents state that "not all forms of misconduct are necessarily stress-related" which may in fact be true. However, it could be that "forms of misconduct" are related to ineffective use of supervisory responsibility. Focusing only on officers who have been flagged by the system may not provide an accurate depiction of the problem. Statistical information listing the number of flagged officers under the supervision of specific commanders and supervisors may uncover patterns of problem behavior indicative of poor supervision or different supervisory management styles. It might also indicate exemplary behavior which could provide models for change. The Department will need to develop intervention responses for those commanders and supervisors that are identified in the statistical report.

The Department's Training Division should be provided with an analysis of incidents with regard to the type of event or circumstances that precipitated the complaints and/or use of force incidents as a means for assessing the effectiveness of training that is provided to departmental personnel. A review of this information would also provide useful insight as

to whether any modifications in both recruitment and in-service training are needed to address certain patterns of police behavior.

RECOMMENDATION 23: *The Early Identification System should generate statistical information and analysis of the type of event or circumstance that precipitated complaints and/or use of force incidents. This information should be provided to the Department's Training Division, Psychological Services Division and Office of Professional Responsibility. In addition, this information should be provided to the Civilian Police Review Board for review.*

Psychological Services and Employee Assistance Program

- A review of the material regarding the psychological services available to Prince George's County police officers was conducted. The primary services offered to employees by the Psychological Services Division (PSD) are emergency and short-term crisis response and intervention, referrals, training and research. A complete list is provided as Appendix G to this report.

The Psychological Services Division may determine the presence of a question of fitness-for-duty, but the Psychological Services Division does not perform these evaluations. The County psychiatrist performs the Fitness-for-Duty evaluations.

According to the Prince George's County Police Department General Order Manual, supervisors are encouraged to consult with PSD regarding the referral of an employee who is exhibiting unusual behavior. The option of administrative referral also exists for supervisors if they suspect an employee is suffering from serious or debilitating psychological problems.

Statistics on the use of PSD services are required to be compiled quarterly and presented

to the Chief of Police in a report format. The Police Department considers this

information confidential and did not provide the information for review. Therefore,

recommendations are made only on the basis of informational materials provided.

There are four issues that raise concern about the Police Department's PSD:

- PSD is currently comprised of a clinical social worker, a consulting clinical psychologist, an administrative aide, peer counselors, and graduate students. It is unclear as to what the role of the consulting clinical psychologist is, but it does not appear that the psychologist's role is to manage this function. PSD is managed by a civilian director, a Licensed Clinical Social Worker, not a psychologist.

- Data on how frequently services are used were not available for analysis; therefore it is unclear as to how many officers seek these services. This raises a question as to whether or not officers have confidence in the services offered.

- There is a general stigma attached to seeking psychological services that may render the in-house management and geographic location of the PSD less viable. The reason for this is that those who wish to seek services may be deterred by the fact that it is under the control of the Department and not an independent psychologist, as well as the fact that it is located in a County facility.

- The individual who conducts the psychological evaluation during the selection process is not the same individual who provides support later on. It seems that the baseline data, collected during the selection process, would be useful information if any counseling were necessary.

It is unclear why the PSD is under the control of the Police Department, rather than being

an off-site location that is independent of the Department. Employees might be more

inclined to utilize the services if PSD were located outside the organizational structure of

the Department and located somewhere other than in a County Building. There is still a

stigma associated with individuals who seek psychological support. Every effort should be

made to reduce the perception that the data may not be confidential. Officers may be seen

coming and going to the current location, and may perceive that it is not really

confidential.

RECOMMENDATION 24: *The Psychological Services Division should be located outside the County facilities and have the reporting structure independent of the Police Department's auspices.*

RECOMMENDATION 25: *The Department should attempt to obtain the same individual to conduct pre-screening and fitness for duty psychological examinations, and ensure that this individual is either a psychologist or directly supervised by one.*

RECOMMENDATION 26: *The Department should calculate and maintain statistics on the use of psychological services across service categories and distribute these statistics to command staff. Command staff should use these statistics to determine areas for improvement in accountability.*

Off-Duty Employment

The Prince George's County Police Department has set up clear policies governing off-duty employment by officers, but it has not always succeeded in enforcing them in a consistent and effective manner. The Department requires officers to obtain permission before engaging in outside employment; it prohibits officers from working more than twenty hours per week and it provides for management systems to ensure compliance. These policies are typical of those in police departments throughout the country, and, like other comparable policies, they are generally weak and ineffective. Officers who violate the twenty-hour policy seldom face serious sanctions.

By failing to conduct adequate research and analysis of the relationship between job performance and part-time employment, the Department has left itself open to the charge that it is imposing an arbitrary rule. Thus, officers have few qualms about breaking the rule, knowing that the culture of the organization and the traditions of the department discourage its strict enforcement.

These organizational mores have had little impact on how management thinks about the twenty-hour policy. The Department's management needs to take a broader perspective on its policy. Currently, it imposes a uniform limit on the number of hours an officer can work irrespective of the nature of the work he does. However, the Department should consider a number of variables that argue against uniform application of the rule. It should consider that some jobs are more stressful than others. It should conduct research and comparative analysis on the way various types of employment affect job performance, on differences in individual ability to handle job-related stress, and on the correlation between fatigue and automobile accidents. The Department should also consider the potential negative impact of off-duty employment in places where liquor is served. It should examine the legal implications of off-duty employment where officers work in uniform and exercise police powers for a private entity. It needs to know the extent of the County's liability when an officer exceeds his authority and damages ensue. Examination of these issues could help the Department develop a more flexible and equitable rule that would have greater support within the Department.

Inadequate policies and insufficient personnel now make it impossible for the Department to document issues relating to outside employment. The two officers who are responsible for management oversight of off-duty employment have multiple responsibilities that limit the amount of time they can spend on this one area. Theoretically, it should be possible to compensate for this personnel shortage by making officers notify the Central Communications Division whenever they report for part-time work, as policy requires. This requirement, however, does not provide the type of documentation necessary to take a comprehensive look at the issue or to insure compliance with policy.

At the present time, periodic inspections make up the Department's most aggressive attempts to check on officers' ability to perform their jobs. The auditing and monitoring section of the Internal Affairs Division conducts periodic inspections at various locations to ensure that officers are in uniform, properly equipped and maintain proper communication. While these inspections may provide for officers' safety and ensure their appearance comports with Department standards, it does not address the problems of fatigue and stress that sometimes result from outside employment.

The General Order Manual states that employees cannot work in extra-duty employment that requires conduct inconsistent with Departmental objectives, regulations, ethics, or reputation, or that creates a real or perceived conflict of interest. However, it is unclear as to how this is audited or what the specific criteria are. Additionally, the General Order Manual states that the County assumes no liability for damages resulting from a police action taken by an officer on an extra-duty assignment in specific cases. It is unclear if this statement, in itself, provides adequate protection.

RECOMMENDATION 27: *The Department should review all aspects of its policy on off-duty employment including: legal consequences and liability, the twenty-hour rule and its enforcement, documentation and information management needs with regard to enforcement, and types and locations of off-duty employment. The Department should revise policies and procedures to ensure consistent and effective enforcement.*

RECOMMENDATION 28: *The Department should examine the implications of fatigue from off-duty employment and the effect of extra hours when combining off-duty employment and Department overtime.*

RECOMMENDATION 29: *The Department should examine the implications of off-duty employment in locations where liquor is served, and revise policy to limit or exclude such activity.*

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Sick Leave

Sick leave is another area that merits analysis because it has a significant impact on a Department's performance and budget. Sick leave not only affects the number of officers who are available to respond to service calls; it also has an impact on the downtime of the vehicular fleet. The Department needs to examine the impact of sick leave on the number of cars available if the full complement of personnel were working on a daily basis. In order for the Department to explore these issues, it should make modifications to existing record keeping and operating systems.

RECOMMENDATION 30: *The Department should conduct comprehensive sick-leave analysis and ongoing monitoring to include an assessment of costs and impact on operations and deployment. The Department should also revise sick leave record-keeping to reflect accountability and operational needs*

CHAPTER 4

HUMAN RESOURCES MANAGEMENT

This chapter presents the Task Force's observations and recommendations concerning the human resources management policies and practices of the Prince George's County Police Department.

OVERVIEW

High quality police officers are the product of highly effective recruitment, selection, training, performance evaluation, promotion and compensation processes. These processes frame the human resources management continuum of the Prince George's County Police Department. The processes, practices and challenges covered in this chapter include:

- Identifying, recruiting and selecting highly qualified police officer candidates who reflect Prince George's County diversity.

- Training all officers – from new recruits to top managers – in the techniques required to police the County effectively while contributing to improved relations and attitudes between citizens and the Department.

- Evaluating the performance of all officers to ensure that the police services provided to our citizens are consistent with the goals, objectives, and expectations we have for the Prince George's County Police Department.

The methods used to develop the observations and recommendations in this chapter include document and statistical review, interviews, observations of police officers on patrol, and "best practices" analysis.

The following have been identified as necessary areas for improvement:

1) selection process, particularly the length of time it takes and some of the components;

2) training content and length;
3) performance standards and evaluation;
4) job definition and potential re-definition of role and responsibilities; and
5) adverse impact analysis at all stages of process.

Conclusions, recommendations and supporting documentation are presented in the following order:

❖ **RECRUITMENT**

❖ **SELECTION**

❖ **TRAINING**

❖ **PERFORMANCE EVALUATION**

❖ **PROMOTION**

The areas of recruitment, selection, training, performance evaluation and promotional processes represent the most fundamental aspects of an agency's most valued resource: its personnel. In examining these issues, it is important to focus on the ability of the Police Department to attract, select, train, manage the performance of officers and promote the best-qualified individuals. Given the changing nature of police work, and an emphasis on community relations, Prince George's County needs to emphasize the recruitment and selection of individuals most suited to work cooperatively with the community. Training and performance management systems must also address the service component of a police officer's job, as well as the traditional functions.

Additionally, there is growing competition nationally for the best police candidates, given the strength of the economy in recent years. There are, however, clear and specific things that law enforcement leaders can do to ensure they get the best-qualified individuals, train them thoroughly and appropriately manage their performance. For example, in 2000, the

United States Department of Justice, Office of Community-oriented Policing Services

(OCOPS)*, began an initiative called "Hiring in the Spirit of Service." This initiative is

designed to address the community relation aspect of performance, and how best to

recruit, test and select individuals most suited to the changing demands of law

enforcement. The Prince George's County Police Department should consider tracking

the progress of this initiative and exploring the possibility of support from OCOPS.

RECRUITMENT

The quality of services delivered by the police in Prince George's County, as discussed in

previous chapters, is critical to establishing public trust and promoting an environment of

police-community cooperation. One way in which the public gauges service delivery is in

its individual contacts with the law enforcement officer. When it is perceived that the

individuals delivering the service fail adequately to reflect the diversity of the community,

it raises questions about the Police Department's ability to work effectively within the

neighborhoods. Therefore, one way to foster improved community relations is for the

Department to attract and hire qualified Black, Latino and Asian candidates. In addition,

it is important to ensure that these personnel are assigned effectively and in a manner that

reflects neighborhood composition and diversity.

According to Dunham and Alpert (1993), if police agencies do not represent the ethnic

characteristics of those they police, they may have a difficult time earning the respect of

the citizens in the community, and actually may increase the incidence of perceived or real

prejudice or discrimination. As shown in Table 4-1 below, Whites are still over-

represented (both in the Police Department as a whole and, as shown in Table 4-2, in the

Patrol Division) and Blacks, Latinos and Asians are still under-represented. Because the first point of contact for the community is the patrol officer, it is important that recruitment efforts result in a greater proportion of qualified candidates who more closely reflect the demographics of the community. Further, opportunity to successfully promote Black, Latino and Asian candidates is dependent upon an adequate pool of qualified incumbent Black, Latino and Asian police officers.

Table 4-1 depicts comparisons between recent County population statistics and Police Department statistics.

Table 4-1

Prince George's County vs. Police Department Demographics (1999-2000)

Race/Ethnicity	County* (%)	Police** (%)	Difference (see note below)	Index
White	37.4	52.9	+15.5	1.41
Black	57.5	41.2	- 16.3	.72
Latino *	5.0	4.0	- 1.0	.80
Asian	4.7	1.8	- 2.9	.38
Native American	.3	.1	- .2	.33

Source: * Prince George's Planning Department; Research Bulletin (JAN 2000)
** Actual sworn strength (Prince George's County Police Department, MAR 2000)

Note: + indicates individuals whose group is over-represented in comparison to the County as a whole;
- indicates individuals whose group is under-represented in comparison to the County as a whole.
*Latino refers to an ethnicity category rather than separate race; actual members are included within all races.

This comparison is based on an index of race/ethnicity representation that is computed by dividing the percentage of sworn officers who belong to a given race/ethnic group by the percentage of the general population in that group. If exactly the same percentage were found in both the Police Department and the County, the index would equal 1.0. Indices larger than 1.0 indicate that a race/ethnic group is over-represented in the Police

Department. An index below 1.0 indicates that the race/ethnic group is under-represented in the Police Department.

Comparison is also made of the County to the Department's Patrol Division specifically, as shown in Table 4-2.

Table 4-2

Prince George's County vs. Police Patrol Division Demographics (1999-2000)

Race/Ethnicity	County* (%)	Patrol Division*** (%)	Difference	Index
White	37.4	51.8	+14.4	1.38
Black	57.5	42.4	- 15.1	.74
Latino *	5.0	3.8	- 1.2	.76
Asian	4.7	1.9	- 2.8	.40
Native American	.3	.1	- .2	.33

Source: * Prince George's Planning Department; Research Bulletin (JAN 2000)
          *** Prince George's County Police Department (MAR 2000)
Note: + indicates individuals from that group who are over-represented in comparison to the County as a whole;
          - indicates individuals from that group who are under-represented in comparison to the County as a whole.
          - * Latino refers to an ethnicity category rather than separate race; actual members are included within all races

In the past, Prince George's County had previously been faced with the problem of not recruiting, hiring, or promoting Black, Latino, Asian or female officers to the degree necessary to be representative of the community. This concern continues to exist within the community to some degree.

Displayed below in Tables 4-3 and 4-4 are data comparing the demographics, including gender, of the Police Department from 1989/1990 to those of 2000.

Table 4-3

Prince George's County vs. Police Department Demographics (1989-1990)

Race/Ethnicity	County* (%)	Police** (%)	Difference
White	43.13	68	+ 24.87
Black	50.68	31	- 19.68
Other	6.0	1	- 5.0
Male	n/a	92	n/a
Female	n/a	8	n/a

Source: * Prince George's Planning Department; Research Bulletin (JAN 2000)
** Prince George's County Police Department (MAR 2000)

Note: + indicates individuals whose group is over-represented in comparison to the County as a whole;
- indicates individuals whose group is under-represented in comparison to the County as a whole.

Table 4-4

Prince George's County vs. Police Department Demographics (2000)

Race/Ethnicity	County* (%)	Police** (%)	Difference
White	37.40	52.9	+15.5
Black	57.50	41.2	- 16.3
Latino *	5.0	4.0	- 1.0
Asian	4.7	1.8	- 2.9
Male	n/a	85[†]	n/a
Female	n/a	15	n/a

Source: * Prince George's Planning Department; Research Bulletin (JAN 2000)
**Prince George's County Police Department (MAR 2000)

Note: + indicates individuals whose group is over-represented in comparison to the County as a whole;
- indicates individuals whose group is under-represented in comparison to the County as a whole.
* Latino refers to an ethnicity category rather than separate race; actual members are included within all races
[†] Two additional male officers are not included in this total because they reported being of a race other than those listed

The Prince George's County Police Department has improved over the past decade since

the publication of the Blue Ribbon Commission Report (1989), but there is still much

work to be done. As demonstrated, there has been an increase in the percentage of Black,

Latino, Asian and female officers since 1989. While the Police Department has been

implementing change to minimize the gap in Black, Latino, Asian, and female

representation, County population demographics have been changing to reflect a complete shift in who is considered a minority. In fact, according to estimated census data, Blacks now make up about 58% of the County's population, as compared to 51% ten years ago. Further, Black officers now make up 41% of the Police Department, compared to 31% ten years ago. Although the Police Department's efforts have resulted in increases in under-represented groups within the Department over the past decade, there is clearly room for accelerated initiatives to compensate for prior lapses, and to keep pace with the shifting demographics.

Table 4-5 depicts the Department's racial and gender breakdown across ranks.

Table 4-5 2000 Demographics by Rank for Sworn Personnel

	Chief	Lt. Col.	Maj.	Capt.	Lt.	Sgt.	Cpl.	PFC	PO	Sworn
Black M	0	2	4	6	17	43	272	47	91	33.9%
Black F	0	0	0	2	2	6	56	12	25	7.3%
White M	1	1	9	10	46	76	310	58	142	46.0%
White F	0	0	0	2	3	8	54	6	26	7.0%
Latino M	0	0	0	1	2	3	25	5	15	3.6%
Latino F	0	0	0	0	0	0	2	0	4	0.4%
Asian M	0	0	0	0	0	1	13	4	5	1.6%
Asian F	0	0	0	0	0	0	2	0	0	0.1%
Other M	0	0	0	0	0	1	1	0	0	0.1%
Other F	0	0	0	0	0	0	0	0	0	0.0%
Total	1	3	13	21	70	138	735	132	308	1421

Source: Prince George's County Police Department – Sept 2000

RECOMMENDATION 31: *The Prince George's County Police Department should be more pro-active in seeking a balance of officers that is reflective of the diversity of the community it serves.*

There are a number of processes used to recruit high quality candidates to Prince George's County Police. The primary recruiting initiatives include advertising at:

➢ Community events

➢ Job fairs

➢ Local colleges and universities

- ➤ Military installations

- ➤ Metro stations

- ➤ Faith Institutions

- ➤ Cultural events

The application form is readily available and can be obtained from a recruiter, any County library or police station, the County personnel office (via mail for non-residents), or may be downloaded from the County's web site. Additionally, recruitment materials (posters and literature) are developed in both English and Spanish. The Department also has a committee to review applications for those who have been denied entry. The Police Department also asserts that it maintains demographic statistics of applicants, recruits and new hires. In the previous section, statistics on the Police Department's demographic make-up were presented. These numbers demonstrated that the Police Department has not kept pace with the demographic changes in the County, although progress has been made in recent years.

Table 4-6

Total Applicants to Hires by Race and Gender.

	1998 Applicants	1998 Hires	1999 Applicants	1999 Hires
WM	827	73	664	58
WF	104	9	78	11
W Total	931	82	742	69
BM	1,377	38	1,059	45
BF	543	9	385	18
B Total	1,920	47	1,444	63
LM	204	13	89	6
LF	29	1	29	4
L Total	233	14	118	10
AM	45	2	31	1
AF	3	0	2	0
A Total	48	2	33	1
TOTAL	**3,132**	**145**	**2,654**	**143**

WM= White male
WF= White female
BM=Black male
BF=Black female
LM=Latino male
LF=Latino female
AM=Asian male
AF=Asian female

Source: Applicant Investigation Group (AIG) October 2000

From 1998-1999, applications have decreased by over 25% as shown in Table 5, which is reflective of a nationwide trend. It is also important to note that the drops were significant across all racial/ethnic groups. Also depicted in this table are the higher rates of disqualification for 1998 and 1999: Black applicants as compared to Whites (1998 Whites hired = 8.8% compared to Blacks hired = 2.5%; 1999 Whites hired = 9.3% compared to Blacks hired = 4.4%). It is not clear at which stage Blacks were disqualified from the process, although subsequent analysis indicates the higher rate of failure for Black candidates on the written test.

Nationwide, written tests tend to have an adverse effect on Black candidates. There is much controversy surrounding this issue and the causes for it. However, it has been generally accepted that many standardized, written tests have been shown to demonstrate cultural biases that affect various under-represented groups, primarily Black test-takers.

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Also, differences between White and Black test takers are amplified in timed tests. In any

event, psychological and testing guidelines recommend that when a test has such adverse

effects, test administrators should seek out viable alternative measures.

RECOMMENDATION 32: *The Prince George's County Police Department should examine potential alternatives to the written applicant screening test, or modifications to the existing test so as to minimize bias. This may include allowing more time for applicants to complete the test, identifying alternative tests or offering different testing formats for applicants.*

RECOMMENDATION 33: *The Department should develop a recruitment plan targeting Black, Latino, Asian and female candidates. The following strategies should be considered:*

A. *Conduct a salary survey to assess the degree to which the salary and benefits are sufficient to attract qualified, desired candidates particularly within the region*
B. *Conduct continuous recruiting to address annual vacancies*
C. *Hire qualified candidates as early as possible, but without jeopardizing the background investigation or other critical investigative components*
D. *Support the cadet program to hire candidates below the age of 21 who may become viable police officers after completion of the cadet program*
E. *Offer more frequent Academy classes in order to prevent good candidates from going to other departments which may start earlier*
F. *Offer incentive pay for applicants with second language abilities, particularly those languages spoken in various neighborhoods in the County*
G. *Recruit older applicants with more work and/or life experience*
H. *Actively recruit applicants with college education*
I. *Offer reasonable incentive pay for applicants with higher education credentials*

To further enhance recruiting efforts for qualified Black, Latino, Asian and female

applicants, it is important to consider the way in which the position is advertised.

Considerations for announcing position vacancies should include:

- An array of recruitment approaches to target the broadest range of eligible candidates in addition to posting job notices and referrals from current employees; efforts should extend to newspaper, television and radio advertisements, state employment offices, schools, faith institutions, recreational programs and criminal justice programs.

- It is also beneficial to employ certain publications and magazines to reach Black, Latino, Asian, and/or female applicants such as ethnic or cultural newspapers and radio stations, faith institutions, national and state ethnic or cultural organizations, community action groups and minority higher education institutions.

- Success in this area can be benchmarked through the use of a Marketing Survey completed by the applicant during the orientation program. Such a device establishes effective mechanisms for communicating the Department's recruiting efforts.

- A demographic analysis should be made of the relevant labor market or the geographic area from which the department can expect to draw potential applicants. (Source: Moriarty and Field, 1994.)

RECOMMENDATION 34: *The Department should track and monitor recruitment efforts to determine specifically which methods attract the most promising candidates.*

RECOMMENDATION 35: *The Department should review the marketing and recruiting efforts to ensure that service and community orientations are emphasized and professionalism maximized.*

SELECTION

For many years now, there has been considerable debate nationwide about what constitutes "good performance" in policing. Many have argued that the field of law enforcement is exceptionally adept at identifying poor performance but is very limited in its ability to identify and reward good performance. The reason that good performance is so difficult to manage is that there is a general lack of agreement as to what constitutes good performance, and more importantly, how it is measured.

Therefore, law enforcement agencies have tended to focus on the "screening out" method of selection. This method emphasizes eliminating from competition those individuals who may not be suited for police work. Agencies also screen out candidates during the training academy based on poor academic scores. The irony of this is that training academy performance only minimally predicts some aspects of job performance, and only

over the short term. Because most agencies have not done a sufficient job of defining good performance, they tend not to select individuals equipped to manage the evolving demands of law enforcement, and may be eliminating candidates in the selection or training academy who may otherwise perform well. According to leading experts, there are several qualities that are relevant to performing within a community-oriented policing environment. These include communication, problem-solving, decision-making, conflict resolution and management (Kurke and Scrivner, 1995).

Further, during the recruitment phase, others may be eliminated from the initial pool based on factors not relevant to the actual job. Additionally, agencies may not be adequately presenting a realistic preview of the job of officer to potential candidates, and therefore, may be restricting the pool of applicants at the initial stages of the process.

The selection process should represent a comprehensive, thorough process designed to best examine the full range of skills, qualifications, history and related aspects of an applicant's record. Effective police "...officer selection will more successfully identify those individuals whose personal agendas most closely assimilate and correlate with the organization's mission and goals." (Moriarty & Field, 1994) The Department's stated minimum qualifications include:

- U.S. citizenship
- General Equivalency (GED) or high school diploma
- 60+ college hours (preferred but not required)
- 21 years old at the time of graduation from the police academy
- Valid driver's license

Because the Prince George's County Personnel Law Reference Manual (1996) specifies that qualifications statements such as this one "...include only those occupational requirements that are realistically job-related...", it is important for the Department to consider the degree to which higher education requirements are 1) job-related and 2) realistic.

The Applicant Investigation Group (AIG) coordinates the entire selection process, an in-house-managed function for screening public safety applicants, using contract employees. The selection process coordinated by the AIG is diagrammed in Appendix H. The selection process includes the following components:

1. Application reviewed

2. Determination if applicant meets minimum qualifications (AIG)

3. Written examination (conducted by Police Department) and "Pass or Fail" results provided on the spot

4. Physical agility test (conducted by Police Department)

5. AIG screens those applicants who pass physical agility test

6. AIG conducts CJIS/Credit Checks [computerized State, Local, and Federal criminal history]

7. Case assigned to an investigator

8. Initial Interview

9. Polygraph Exam

10. Oral Board (this is a panel interview process with candidates)

11. Field Checks (this is an in-depth background investigation)

12. CONDITIONAL OFFER OF EMPLOYMENT

13. Psychological Evaluation

14. Medical Exam

15. Final Report

16. AIG Manager Review

The following sections will provide a description of the specific screening processes.

A. Contents of the Personal History Statement

The process also involves the completion of a personal history statement, following the successful completion of the written and physical agility tests. The *Public Safety Applicant Personal History Statement* is a 34-page document requiring applicants to provide detailed information regarding:

- Personal data (detailed)
  - ✓ Physical appearance
  - ✓ Marriage/divorce information
  - ✓ Dependent information
  - ✓ General contact information (e.g., address and phone)

- Military data
- Selective Service information
- Financial data (specifics regarding assets and liabilities)
- References
- Associates and friends
- Residence data (since birth)
- Education (complete)
- Employment history (complete)
- Driving record
- Involvement in vehicular accidents
- Vehicle insurance information
- Vehicles owned or operated by the applicant
- Public safety contacts and explanations (including any law enforcement agency, courts and court orders, convictions, or citations)*

- Organizational affiliations (e.g., academic, fraternal, labor, professional, religious, or any that would prohibit use of weapons, restrict an individual from working particular days or hours, or have restrictive grooming standards)

- Drug usage
- Security clearances, hand gun permits, family associations (including in-laws)
- Foreign travel
- Language skills
- Hobbies, sports and other interests

*This process has the potential to be quite problematic since nationwide statistics show higher encounter rates for Black applicants, particularly due to patrol tactics and traditions, and regardless of whether the AIG asks for clarification or not.

This is an extremely thorough process and provides an enormous amount of information for background investigators to follow-up on. Applicants are required to sign the document and have their signatures notarized. Any attempts to falsify or conceal potentially negative information could result in disqualification. While the information is used to develop a sense of the character and history of the applicant, the process of completing this information is a daunting one. It is understood that the Department must thoroughly investigate the character and background of applicants to determine how suitable they would be for taking on the responsibilities associated with the position of police officer.

The Department also has a legal obligation to avoid claims of negligent hiring, that is, to thoroughly investigate the background of an applicant so as to protect individuals (community members or customers) from misconduct of an employee when that person is performing job duties. Again, this refers back to the issue of "selecting-out" individuals whose backgrounds are not consistent with what is required by the job.

Likewise, the Police Department must guard against potential litigation by non-selected applicants, and, more importantly a perception that the Department is creating barriers for candidates from under-represented groups or those interested in professionalism and service.

Although very comprehensive, this personal history statement can also present a problem in that it may further intimidate or detract candidates. To the extent that the questions are statistically related to job performance, it is useful to include them. But when the questions are just perceived or believed to be related to job performance, they may be open to question. For example, what is the relevance of foreign travel to performance on the job? It is important that the Police Department conduct a formal validation study to ensure that all questions are indeed job related, not just believed to be so.

B. Contents of the Written Test

The written test consists of various multiple-choice sections including: scenario-based questions, visually-based questions that focus on observational skills and memorization skills, and short narrative sections focused on ability and willingness to read and comprehend. Additionally there is a written portion that is either multiple-choice or an essay format.

A study was conducted of the officer's job in the Prince George's County Police Department to identify the critical tasks and associated knowledge, skills, and abilities. Exam content was developed based on the critical skills and abilities associated with successful performance in the job. To determine the degree to which the test was related to performance (measured by a separate performance rating conducted by

supervisors and training data), another study was completed which involved testing

officer incumbents using the new exam to see if it predicted performance.

Again, it should be noted that written exams typically screen out greater numbers of

Blacks, Latinos and Asians, as was shown in the 1999 statistics (Table 4-6, Applicants

to Hire by Race and Gender), and may be less related to actual job performance than

other testing methods.

<u>C. Contents of the Physical Agility Test</u>

> Run 440 yards in 144 seconds or less
> Run 40 yards in 10.3 seconds or less
> Run up two flights of stairs (touching each step) and run back down two flights of stairs in 14.3 seconds or less
> Use up to 20 feet to jump at least a 6-foot span
> Pull or drag a 16-pound dummy a distance of 10 feet in 9 seconds or less
> Climb over 3 fences of varying heights beginning with a 4-foot fence, then a 5-foot fence and a 6-foot fence in 21.7 seconds or less
> Must pull the trigger to dry-fire an unloaded weapon, one-handed, using each hand
> Using a sled apparatus must push an obstacle weighing 180-lbs for a distance of 2 feet.

(Note: if Candidate fails one area of the test, candidacy will not proceed, as the test is PASS or FAIL)

In reviewing the data associated with the physical agility test, no information was

provided on the validity of these tests. It is important that any selection process be

validated as relevant to performance on the job. There are a variety of strategies available

to validate such an exam, but it is unclear as to whether the Department has conducted

such validation. It is important to note that a number of individuals may be failing this

stage of the hiring process, but the Police Department has not made available the data on

which candidates fail at particular stages of the screening available.

RECOMMENDATION 36: *The Department should conduct an assessment of the numbers of individuals, particularly from various under-represented groups, who fail various exam components to determine if certain groups are vulnerable at various stages.*

The latter stages of the selection process involve a thorough background investigation, medical examination and psychological evaluation. These services are managed by the Office of Personnel and Labor Relations (OPLR) who strictly control the efforts of the investigators employed by the investigative vendor. A lieutenant of the Prince George's County Police Department oversees the Applicant Investigation Group and manages the entire selection process. The Police Department advertises the reasons for disqualification that may include (but not be limited to): poor work history, poor driving record, felony conviction, illegal drug use (including possession, distribution, sale, or purchase of illegal drugs), or falsification of application.

D. Contents of the Psychological Screening Process

There is a psychological screening component as part of the hiring process. Currently the Police Department has contracted with a Licensed Clinical Social Worker (LCSW) to provide this service. In order to call it psychological screening, the component should meet the standards of the psychological profession. Outlined in Appendix I to this report are guidelines for selecting a professional for psychological screening. The Licensed Clinical Social Worker should meet these standards and guidelines. The Licensed Clinical Social Worker, new to the County this year, uses a battery of psychological tests to assess the psychological health of applicants. The psychological evaluation is the final screening level before a candidate is made a job offer. The battery of tests used are based on a subjective review of the job position description for officers, and are listed below:

1. Inwald Personality Inventory (IPI) specifically tailored to screening public safety workers (includes 310 true-false items);

2. Michigan Alcoholism Screening Test –MAST (includes 22 yes-no items);

3. Beck Depression Inventory (includes 21 multiple choice items); and

4. Extensive personal history questionnaire (developed specifically by the LCSW).

Traditionally, psychological screening has been referred to as a "screening-out" process. More recently it has come to be accepted as useful to "screen-in," which is the process of identifying desirable traits. The LCSW also conducts a psychological interview with the candidate, using some of the information to screen-in such desirable traits like community orientation of the individual, i.e., wanting to give back to the community, as well as the ability of the candidate to get along with people. The LCSW may then include criteria for selecting-in candidates based on their inclination to trust people, to like people, and who like to talk with people. This process results in a written report, which contains a selection decision of: "recommend, recommend with reservations, or do not recommend".

The psychological tests used as screening tools should be selected with much discretion and scrutiny, and be based on scientific evidence that the tests are somehow related to ability to perform the essential job functions. These tests, along with the clinical interview should provide the foundation for a psychologist to assess the general psychological fitness of a candidate and to screen-out applicants who clearly would have difficulty with the social aspects of policing.

Apparently the psychological evaluation process has changed significantly in the last year and a-half. Previously, a licensed psychiatrist (M.D.) used a rather unconventional method of evaluating the psychological status of candidates. The screening process consisted of a 20-minute clinical interview and a short questionnaire, rather than a battery of standardized, validated psychological instruments. This appears to be much improved in the past year. However, contracting with both an M.D. (psychiatrist) and LCSW (social worker) renders the process of "psychological screening" somewhat less psychological, unless supervised by a psychologist with specific experience in police officer selection and testing.

The content of the psychological interview should be confined to those issues or items that have been shown to be relevant to police officer performance and/or duties. Therefore, the questions or scenarios used should not be of a subjective nature that the psychologist "believes to be related to the job." The instruments used should not include measures that have not been validated for police selection (e.g. handwriting analysis, parable interpretation, word associations, etc.).

The current screening professional has been fully credentialed as a social worker, and does have experience in working with police populations. However, this in itself may not be enough to ensure the validity of the psychological recommendations or findings during this process. It is important that the Department include a supervising psychologist as an oversight professional.

RECOMMENDATION 37: *The Department should retain the services of a psychologist with police screening experience to supervise the psychological screening process. (Refer to Appendix I for more specific criteria) This psychologist should ensure that a sufficient and appropriate battery of tests and/or questions (validated for use in police selection) are used to represent the essential components of the job (with emphasis on human and*

*community-relations skills). Also ensure that the instruments used have sufficient
validation evidence particularly from predictive studies with law enforcement.*

The "fitness-for-duty" psychological screenings are used for officers already in the

Department. A different department and a different screening professional, however,

conduct these evaluations. This lack of consistency may limit the Department's ability

to manage service continuity and track performance. It seems that if a psychological

baseline were established during the original psychological evaluation, this

information should be evaluated at the fitness-for-duty evaluation.

TRAINING

Once officers are selected for hire, they attend an intensive, 31-week training academy

plus an annual 40-hour in-service training block. The Rules and Regulations of the

Maryland Police Training Commission (MPTC)⁺ set guidelines for police training, such as

those dealing with certification and re-certification. MPTC's requirement for certification

as an officer is successful completion of entry-level training. Re-certification requires

subsequent in-service training. Misperception of the officer's job may lead to emphasis

on the wrong areas of training.

The sensational media image of police work has apparently had some impact on the

mindset of police administrators. As a result, many departments prioritize training in

conventional police functions, even though less than 20 % of police work now deals with

actual crimes and violations. Based on citizen calls for police services in general, some

65% are related to interpersonal interaction, and the remaining 16% to administrative,

traffic or suspicious circumstances.

This review focuses on aspects of community policing, an area of police work that takes priority in Prince George's County Police Department. Police departments have always relied heavily on training as a means to integrate community policing into more conventional police work. Consequently, the quality of a department's training program has a significant impact on the quality of its community-policing program.

A. Entry-level training

The Task Force reviewed the MPTC regulations, the departmental curriculum (recently modified), and conducted interviews with training staff. Prince George's County Police Department's total number of training hours by topic area was compared to MPTC standards. Table 4-7 shows a matrix of the current Police Academy Training Program.

TABLE 4-7:

MPTC & Police Academy Curriculum (Entry-level Training) by Subjects

MPTC Regulation	Police Academy Curriculum	
Subject	**Subject**	**Time (hrs.)**
Administrative duties	Orientation	37.0
	Administration	69.0
Constitutional and statutory law	Arrest, Search & Seizure	80.5
Patrol	Patrol	203.5
Traffic	Traffic	85.0
Criminal Investigation	Criminal Investigation	68.5
Emergency medical care	First Responder	48.0
	Bloodborne pathogens	2.0
Communications	Communications	6.0
	Police communications system and radio procedures	1.0
Report Writing and composition	Grammar	10.5
	Report writing	80.0
Community relations	Public speaking	14.5
	Community-oriented policing	40.0
	Dept. of Family Service	1.0
	Human relations	24.0
Crisis intervention	Crisis intervene/ Abnormal Psych/ Suicide	8.0
Protective strategies and tactics	Defensive tactics/Fitness Indicator Test	125.5
Emergency vehicle operations	Police vehicle operations & remedial	80.0
Prisoner processing and security	The Prince George's County Detention Center	2.0
Firearms training	Firearms Training/Handgun/Shotgun/Carbine that meets MPCTC/Department Regulations	104.5
Total		**1090.5**

The following table shows the change in entry-level community policing training based on components identified in the 1990 Blue Ribbon Commission report. These training components are interpersonal skills of recruits.

TABLE 4-8: Change in Entry-Level Community Policing Training

Blue Ribbon Commission Report (1989)*		2000		Comp.
Subject	Hrs.	Subject	Hrs.	Hrs.
Code of Ethics	3.0	Code of Ethics	1.0	+ 2.0
Communications w/ the Disabled	4.0	N/A		- 4.0
Public and press relations	2.0	Public and press relations	1.0	- 1.0
Spousal Abuse	4.0	Dept. of Family Services	1.0	+ 12.0
		Domestic violence	15.0	
Sudden Infant Death Syndrome	1.5	N/A		- 1.5
Telephone courtesy	0.5	Telephone courtesy	0.5	0
Suicide Prevention	1.5	(Combined)	8.0	- 17.0
Abnormal Psych.	4.0			
Crisis Intervention	19.5			
Human Relations	28.5	Human relations	24.0	- 4.5
Human Relations Communication	1.5	N/A		- 1.5
Human Relations- New Perspective	4.0	Public speaking	14.5	+ 50.5
		Community-oriented policing	40.0	
Human Relations- Women's Awareness	4.0	Human relations – gender roles in policing	6.0	+ 2.0
Stop and Approach	10.0	Stop and approach	16.0	+ 6.0
Officer Survival Skills	40.0	Officer survival skills	68.0	+ 35.0
		Tactical alternatives	7.0	
Rape Trauma	1.0	Victim/witness assistance	2.0	- 0.5
Sexual Assault Center	1.5			
Crime prevention	5.0	Crime prevention	4.0	- 1.0
Stress Management	16.0	Stress management	16.0	0
Use of Force Model	2.0	Police use of deadly force	4.0	+ 2.0
Total	**153.5**		**228.0**	**+ 74.5**

Twenty-nine percent of the curriculum, or 228 hours, focuses on improving relations with

the community. This includes 40 hours of community-oriented policing, in which officers

learn to work with the community to solve neighborhood problems and reduce crime. The

Department recently expanded basic training by 50.5 hours. It is worth noting that increased time spent on community policing techniques accounted for 39 of these 50.5 hours, indicating the Department's commitment to improving community relations and problem solving.

1. Academy Training

Maryland Police Training Commission (MPTC) requires at least 600 hours of training in a range of 13 different subject areas, not including firearms training. The Prince George's County Police Department requires recruit officers to complete 1090.5 hours of training during 31 weeks at the police academy.

2. Field Training

The MPTC recommends that officers undergo field training before certification, but it gives no specific guidelines or details on subject area or length of field training. The Department, however, requires 60 days of field training for recruit officers. A Field Training Officer (FTO)* accompanies the recruit during this period and evaluates him/her according to the FTO Training Guide. Field Training Officers consider 10 factors in their evaluation of trainees' performance. These factors include appearance, job readiness, attitude, knowledge, performance, relationships, dependability, interview/interrogation skill, officer survival and conflict control. Field Training Officers include trainees' interactions with both citizens and peers in their evaluation of relationships. Notwithstanding its value, field training may foster a "we/they" mentality among recruits if they do not have enough normal contacts with citizens when accompanying Field Training Officers. The Department can help recruits feel more like members of the community by making community internships part of field training. The experience of

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working in community organizations and in civilian settings will give recruits a better understanding of what the community expects from the police.

The Prince George's County Police Department considers Field Training Officers (FTOs) to be essential components of successful training and acculturation. District commanders nominate the initial pool of candidates; the Department then puts the nominees through a four-day training period; and, in the end, it selects the finalists on the basis of job performance and training evaluation. Shown in Appendix J, is the curriculum for the FTOs. A recent improvement in Field Training is the Rotation Process, which requires multiple Field Training Officers to accompany recruits.

Field Training, which depends so heavily on individual Field Training Officers, must incorporate more safeguards to ensure that trainers are competent and that they understand the relevance of community policing.

RECOMMENDATION 38: *The Department must review the selection process of Field Training Officers and introduce more community policing training programs to the Field Training Program.*

A 1992 study of field training by the Los Angeles Police Commissioner emphasized the influence of Field Training Officers on use of force in the Los Angeles Police Department. The study found that districts with FTOs whose records mentioned excessive use of force tended to have higher departmental rates of excessive use of force. When selecting Field Training Officers, the Department should examine the candidates' IAD records and eliminate those whose records indicate excessive use of force and/or frequent complaints. It should also consider giving Field Training Officers appropriate

incentives in order to encourage competent officers to volunteer for duty as Field

Training Officers.

RECOMMENDATION 39: *The Department should regularly evaluate Field Training Officers performance and remove them from the program when performance is not sufficient to achieve the Community-oriented Policing goals, or allow Field Training Officers to remove themselves from the program.*

This may address concerns that unmotivated or incompetent Field Training Officers may

have a negative impact on trainees. Continuation in the FTO position may result in limited

performance, to the detriment of the training program and the Department's mission.

3. In-Service Training

The In-service Training Program is made up of a 40-hour session, divided into 10

sections. One gap in the program is the absence of on-going training in community

policing. In 1999, this put Prince George's County among 21 percent of county police

departments that do not provide personnel with in-service training in community policing.

The In-service Training Program of Instruction for 2000 does not seem to address the

problem. It does contain a 1.5-hour unit on communication in traffic stops that touch on

certain aspects of community policing.

a. Sworn-officer Training

The Department requires all sworn employees who hold the rank of

Lieutenant and below to attend 40 hours of training at the police academy

each year. This more than satisfies the MPTC requirement of 18 hours per

year.

b. Supervisory Training

The Department requires candidates for the position of Sergeant to complete an additional 49 hours of training at the Police Academy. While the Supervisory Training Program has twelve sections, it does not include community-policing components.

c. Administrator's Training

The Department requires candidates for the position of Lieutenant to complete an additional 63 hours of training at the Police Academy. The Administrator's Training Program, which has seventeen sections, does give some time to community policing training. This time, however, still amounts to less than 10 percent of the total. Police administrators must remain closely involved in the training process. The Department's administrators should bring their professional expertise to bear on the review process by forming internal focus groups. These groups will ensure that the content and the methodology of training reflect up-to-date departmental policies and procedures.

d. Civilian Training

The Department held 6 sessions of in-service training for civilian employees at the Police Academy during 2000. The sessions consisted of one-day programs on topics such as complaint procedure, telephone manner, use of good judgment, and CPR. The Civilian Training Program concentrates on the administrative skill needs of employees.

In September 2000, County Executive Wayne Curry and Police Chief John Farrell announced new departmental initiatives, some of which focused on training issues. Specifically, the Department implemented the following:

- Traffic stop training videotape

- Training on communication options to diffuse tense situations

- Utilization of less-than-lethal technologies

- Unit training

- Training to increase professionalism and reduce complaints

- Less-than-lethal defense options for Officers

- Courtesy and effective communications

The anticipated outcomes of these initiatives include enhanced integrity and ethical behavior while deterring police corruption and abuse of police authority, new ideas with an outside perspective and an increase in fairness and the public's trust in police operations. These things should be built upon in the recruitment, selection, training and performance management systems as well.

Notwithstanding recent improvements, the Entry-level Training Program and the In-service Training Program continue to allocate time disproportionately between conventional training and community-policing training.

RECOMMENDATION 40: *The Department must thoroughly review its program of instruction and re-design it to promote community policing as dominant departmental philosophy.*

The Department recently increased the community-oriented policing course during Academy training by 39 hours (from 1 hour to 40 hours). Although the increase indicates concern for appropriate preparation of officers, the title of community-oriented policing may not accurately represent the content of the training. To alleviate this concern, the Department must review the content of the training program in order to ensure that the principles and techniques of community policing (i.e. peace officer as opposed to crime fighter) are integrated in every aspect of the officer's training.

RECOMMENDATION 41: *The Department must assess ongoing training needs by soliciting input from the community and police officers.*

The Department should continue to review training methods and needs on a regular basis through a feedback loop. The Department should teach trainees the purposes of training at their orientation and conduct an anonymous survey of trainees before graduation to see whether the training they received reflects the stated purposes and goals of the Department. In addition, citizens and Department officers should participate in these reassessments, as they did in the initial review. The established Community Policing Commission (see Chapter 5, Recommendation 49) should also participate in this assessment of training.

RECOMMENDATION 42: *The Department should expand citizen participation in various aspects of police training.*

The Department should adopt the philosophy of the Citizen Police Academy, whose stated goal is to expose citizens of Prince George's County to entry-level training. It can act on this philosophy by fostering active citizen participation in police training and by involving citizens in reviews, surveys and field training. It could also increase contact between citizens and police by having more civilian experts serve as training instructors.

RECOMMENDATION 43: *The Department should strengthen community policing training and Field Training Officer Orientation for Supervisors and establish uniformity in Roll Call*⁕ *procedures.*

Appropriate and effective supervision is essential in bringing the lessons of the Police Academy on to the street. A supervisor must understand community policing in order to guide officers in the practice of community policing.

The Department should maintain consistency from entry level training to in-service training and through police performance by strengthening supervisors' training and establishing uniformity in the way they conduct Roll Call. The General Order Manual states that "Roll Call is the starting point of the watch for the Bureau of Patrol and is generally conducted for each watch". Inconsistency in the quality of Roll Call training belies its importance for updating officers on new Departmental policies and developments. The Department should acknowledge the value of Roll Call by improving and standardizing Roll Call training and by encouraging supervisors to tell the Department about problems that require preventive action.

The Task Force further recommends that training in targeted areas should be increased and emphasized.

RECOMMENDATION 44: *The Department should enhance existing training to include the following topics:*

      A. Ongoing interpersonal communication skills, diversity issues, cultural understanding, bilingual skills according to County demographics
      B. Stress-Management training and referrals
      C. Community policing training for all officers at all stages of their career
      D. Continued implementation of canine training with "bark, no bite" technique
      E. Knowledge, skills, abilities-Management training opportunities for all leadership levels, especially first-line supervisors
      F. Leadership Training for all sergeants and lieutenants, conducted by non-police personnel
      G. Use of less than lethal force to de-escalate conflict

PERFORMANCE EVALUATION

Performance evaluation is the process in which others (usually supervisors) evaluate the day-to-day job performance of officers. The Equal Employment Opportunity Commission (EEOC) administers and enforces the Civil Rights Act of 1964, as amended in 1972, 1987

and 1991. The following ten components provide a solid framework for an effective performance appraisal system and meet the EEOC standards:

1. Standardize and formalize the process

2. Base the appraisal system on a thorough job analysis to ensure that evaluations are based on relevant, job-related factors

3. Train supervisors to use the appraisal instrument

4. Communicate performance standards to employees

5. Ensure supervisors have regular contact with the employee and have had ample opportunity to observe work performance

6. Ensure that multiple, management-level personnel review the appraisals

7. Allow employees to comment on or appeal the appraisal process

8. Maintain confidential performance appraisal records

9. Audit appraisals for adverse impact on under-represented groups (e.g. Blacks, Females, Latinos, etc.)

10. Conduct written performance appraisals at least annually

The following summary provides detailed information on how Prince George's County Police Department's performance appraisal system addresses the ten criteria listed above. The Department conducts a performance review at the end of the officer's one-year probationary period and annually on the anniversary date. Reviews are also conducted immediately upon promotion, demotion, transfer or reassignment, as well as in other specific instances.

Performance evaluation systems that rely on one individual evaluator often result in somewhat subjective ratings and are more often than not inflated, thereby not providing an accurate reflection of the officer's actual work.

The information contained in the following documents provide for a systematic means for standardization of the performance appraisal process as applied to Prince George's County Police Department:

- Personnel Law §16-182 and §16-185

- Administrative Procedures 217 (Performance Appraisal)

- General Order Manual 3/728.15-3/729.30
  -Use of Past Performance Appraisal (PPA) PGC Form #854
  -Identification of major tasks developed from duties on position description PGC Form #544

The performance appraisal guidelines require supervisors to complete a Performance Assessment Form (PAF, Form # 2247) in the following instances:

Probationary Midpoint (Mandatory)
Periodic Performance Assessment (Optional)
Rating Justification (Mandatory for Above or Below Satisfactory Appraisals)

The supervisor (rater) and employee participate in a joint review of the PAF and the current Position Description describing the primary duties and tasks required for the job.

This Review includes:
- Review of knowledge, skills, abilities and other characteristics required by the employee's position

- Discussion regarding career development and identification of requisite knowledge, skills, abilities and other characteristics

- Review of training completed by the individual during assessment timeframe, including MPCTC-mandated training

- Overview of government-conducted and other educational opportunities available

Officers are assessed on tasks that require at least 15% of their time. These performance standards associated with major job duties are listed for Police Officer (PO), Police Officer First Class (PFC), Corporal (Cpl.) and Sergeant (Sgt.) in Appendix K to this

report. As shown in Appendix K, the majority of the performance standards are geared toward crime-fighting tasks and not community relations functions.

The performance review provides the supervisor the opportunity to offer feedback as follows:

- Clarification of responsibilities
- Review of current objectives and long-range goals
- Recognition of high quality work performance
- Resolution of problems and suggestions for improvement

If the employee concurs with the ratings provided, both individuals sign the Performance Appraisal (PA) form. If the employee does not agree with the ratings, he or she has five (5) working days to sign the appraisal and/or submit written comments to the supervisor. Upon review of the employee's comments, the evaluation may:

- Include a written response to the employee's written comments

- Modify ratings based on employee's comments

The supervisor and employee must both sign the PPA form acknowledging that a discussion took place. The supervisor then forwards the PA, along with the Position Description, to his or her immediate supervisor for review to ensure consistency and fairness in ratings for major tasks and subsequent weighting.

Upon review, the rater's immediate supervisor signs the PPA form and forwards the materials to the next level of command for review and signature. At any time, if one of the reviewers disagrees with an employee's ratings, he or she may identify and justify proposed changes and attach documentation to the evaluation.

The Prince George's County Police General Order Manual (3/728.65) also mandates that when "an employee has been supervised for at least 90 days during the evaluation period by a rater who subsequently changes jobs, the employee shall be evaluated by that rater.

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Each performance evaluation should identify the number of months a rater supervised the employee. Multiple evaluations are maintained in the employee's personnel file until the end of the evaluation period. When an employee receives two or more performance evaluations due to multiple raters, the reviewer's commanding officer shall establish the overall performance evaluation for that rating period".

A Performance Appraisal Guideline developed by the County's Personnel Office offers a thorough review of the appraisal process and provides a comprehensive training orientation for supervisors. However, it is unclear whether a formal training program is mandated. A review of the 1997-1999 performance ratings for Prince George's Police Department demonstrates the inflation in those ratings (See Table 4-9, columns 3-4 which include sworn and non-sworn personnel). The Performance Appraisal Guideline suggests the distribution of ratings shown in the second column.

Table 4-9 Distribution of Performance Evaluation Ratings (1997-1999)

Performance Level	Suggested Ratings Distribution	97-99 Actual	Difference
Outstanding	20-30 %	85-90%	55-70% more than recommended
Exceeds Satisfactory	40-50%	8-12 %	28-42% less than recommended
Satisfactory	15-25%	2-3%	13-23% less than recommended
Less than Satisfactory	5-15%	0%	5-15-% less than recommended

The variance in the performance ratings has continued to improve in the last few years. There were no adverse impact analyses done for the performance ratings. With such low variance in the ratings, however, the results of such analyses would be of questionable value.

Administrative Procedure 217 also dictates that it is the responsibility of the appointing authorities to ensure the confidentiality of the performance appraisal in transmitting the completed forms to the County's Office of Personnel. The first-line supervisor is also expected to ensure the confidentiality of an employee's past performance appraisal.

The performance appraisal procedure used by Prince George's Police Department provides for a thorough evaluation of employees' performance. The point where the appraisal process falls short is in the critical evaluation of performance and differentiation between employees' performance. This problem is not unique to this organization.

The reluctance of supervisors to give less than "Outstanding" evaluations to their employees is a problem that continually jeopardizes accuracy in performance appraisals. It is especially pronounced when the outcome of the appraisal is associated with a wage increase. Further, the lack of variation in the performance appraisal ratings for Prince George's County Police Department seriously detracts from the process. It should be noted that Prince George's County has included within its performance system a requirement for documentation when an individual receives any performance rating other than "Satisfactory". Other organizations may deal with this problem by training the supervisors in how to use the scale, documenting benchmarks, and providing closer oversight by command officers who review the final appraisal.

Because of the inherent problems with performance appraisals, it is commendable that the Prince George's County Police Department no longer includes the performance evaluation score in the formula used to generate a promotion score.

RECOMMENDATION 45: *The Department should train supervisors thoroughly to provide accurate behavioral assessments of performance, rather than subjective factors. This may require a complete revision to the performance evaluation instrument.*

RECOMMENDATION 46: *The Department should emphasize the interpersonal and community relations aspects of an officer's job when developing the appraisal instrument and performance criteria.*

RECOMMENDATION 47: *The Department should update performance standards to include community policing and community relations' aspects and to ensure that the ratings are based on objective, measurable benchmarks of performance.*

PROMOTION

The Fraternal Order of Police (FOP) agreement established a joint study committee of County and FOP members to review and make recommendations regarding promotional procedures. The current promotion process for the positions of Sergeant, Lieutenant, and Captain has improved significantly in the last four years.

Specific improvements include the following:

- The application procedures for each position are clearly defined and posted well in advance of the scheduled test dates

- The promotional candidates receive comprehensive written guidelines on the full testing and scoring procedures

- Informational orientation videos for the positions of Sergeant, Lieutenant and Captain have been developed for the candidates' use prior to entering Phase II of the promotion process.

Currently, the basic testing process for the command positions consists of two phases. Phase I consists of a written test based on the relevant job knowledge for the position. Phase II consists of multiple exercises assessed by multiple raters to determine the level of a candidate's skills and abilities.

The foundation for developing the written knowledge test was based on an updated task analysis of each of the positions by The Pittman McLenagan Group, L.C. A content validation strategy was utilized to assess the soundness of each position's test in order to verify that the appropriate requisite knowledge, skills and abilities were being tested. Skills and abilities required to perform the job in question were assessed through multiple exercises designed to measure each candidate's skills and abilities in the assessment center exercises. The content validation provides evidence that the promotion tests were indeed based on the knowledge, skills and abilities required to perform the jobs in question. However, it is not clear as to whether the validation strategy took into consideration the way in which the job was performed (e.g. quality of public relations skills, etc.).

In the past, candidates were assessed using only a knowledge exam and a series of scenario-based questions (oral). A Departmental change in 2000 allows candidates to more fully demonstrate their skills. Research has shown that assessment center exercises (skill assessments) are more predictive of job performance than any other promotional tool. They are not typically used as selection tools, however, because of the cost to develop and administer them for large applicant pools.

The assessment center exercises were developed to specifically measure candidates' skills and abilities related to the position for which they were testing. The assessors are trained to use the rating scales and the benchmarks developed for each exercise. In the orientation material provided by the consultants, it is noted that exercises are assessed by

three raters holding the current rank being tested for or a higher one, and that these individuals came from other outside law enforcement agencies.

Phase II scoring is based on an average of the exercise scores. The promotional test is offered every two years. Accordingly, an eligibility list remains active for two years. The positions of Police Officer First Class (PFC) and Corporal are exceptions to the two-year eligibility rule. These exams are offered every six months.

To enter the competitive promotional process, an individual must have received a minimum rating of "Satisfactory" on the annual performance appraisal and have met the appropriate time in grade requirement. The most recent (2000) testing process is a rigorous one and consists of the following:

Police Officer First Class

- Three years time in grade
- 50-item written test

Corporal

- Two years time in grade
- 50-item written test

Sergeant

- 100-item written test
- "In-basket" exercise
- Video scenario exercise

Lieutenant

- 100-item written test
- "In-basket" exercise
- Problem analysis exercise
- Oral presentation exercise

Captain

- 100-item written test
- "In-basket" exercise
- Strategic planning exercise
- Oral presentation exercise

The final competitive promotion score is a composite. The written knowledge test equals 44% and the average assessment exercise scores equals 56%. This weighting formula is an improvement over the one utilized in 1998. It shifts the focus from a written test to one that emphasizes the skills and abilities required to perform a job and eliminates the effect of the performance appraisal.

According to an agreement with the Fraternal Order of Police #89 (FOP)* labor union, a rank-ordered list of promotional candidates is generated based on overall scores. Promotions are made according to the rank-ordered list. This strategy, though used by many police agencies, has its limitations.

Many police agencies have adopted what is known as a "banding strategy." This strategy suggests that there are natural breaks between some scores that allow for a greater degree of differentiation and can serve as "band" cut-offs. In reviewing the Prince George's County Police Department's promotional score lists it was not atypical to find score differences like 86.17 vs. 86.21. The reason this "banding strategy" emerged is that it is difficult to prove that such small score differences result in better performance on the job. The "banding strategy" would provide the Chief and command staff appropriate latitude in selecting individuals for promotion. Typically, there are three "bands" used, such as "best qualified," "qualified," and "not qualified." If an individual's scoring position is in an "upper band", the differences between the knowledge, skills, and abilities tend to be quite small. The test score "banding strategy" has significant scientific support. However, altering this process would require a change in the FOP labor union contract.

The "banding strategy" would allow the Chief of Police to consider other relevant factors when making a promotional decision, such as past performance or Department's operational needs (e.g., greater diversity in command staff to reflect community composition, etc.). As described in the County's Personnel manual, competitive promotional exams shall consist of 1) written, oral, and/or performance tests; 2) measurements of education and/or training and experience; or 3) any combination of the foregoing tests and measurements.

RECOMMENDATION 48: *The Department should pursue the adoption of a "banding strategy" for promotions to assist in better meeting its operational needs, and to provide context for a broader definition of fairness that includes factors more related to job performance than to small test score differences.*

A. Adverse Impact

Adverse impact implies that a subgroup may have significantly more failures than another group on the same test, which adversely affects the entire group from moving up within an organization. The consultants who developed the promotion materials have provided analyses of adverse impact for the Sergeant, Lieutenant and Captain ranks on the oral portion of the testing process for 1998. For the oral exercises in 1998, the consultants examined the potential for adverse impact utilizing several different methods. There was no evidence found of adverse impact for the oral promotional testing in 1998.

However, there was one questionable issue with regard to calculation of the formula for the rank of Sergeant. By definition and as a matter of practice, adverse impact analyses are conducted across all candidates. The purpose is to determine if low-scoring applicants are those from under-represented groups.

The sergeant promotional examination process shows greater variability in scores. This is probably reflective of substantial differences in capabilities demonstrated by the officer candidates, as well as lack of consistency in training for officers by supervisors. Because of the importance of the sergeant rank in accountability and professionalism, it is recommended that the Sergeant promotional process concentrate on community-relations skills and abilities, ability to guide and train officers and integrity. The fact that substantive differences exist in performance is noteworthy, particularly in light of the need for greater supervisory accountability.

B. Feedback on Promotional Process

The candidates receive detailed feedback regarding what constitutes the varying levels of performance for the assessment center exercises. Examples or benchmarks for the five different levels of performance (i.e., Outstanding, More than Acceptable, Acceptable, Less than Acceptable, and Unacceptable) are given to the candidates after completing the exercises.

The feedback is specific to the exercise, not to an individual's performance in the exercise. The fact that candidates are not told specifically about their individual performance in a specific exercise does leave room for potential improvement. It would be beneficial to the candidates if they actually receive feedback about what they did well and how they could have improved their scores in the exercises. This would place an emphasis on desired behavior in the field. The fact that generic feedback is given is probably due to the fact that some departments worry about candidates learning to perform the exercise rather than actually

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demonstrating their current skills and abilities. Expected or outstanding performance should never be an unknown for individuals in supervisory and command positions, and it is recommended that the Department take every opportunity to reinforce the correct and ideal behavior.

C. Grievance Procedure

The Police Department outlines quite clearly in both the FOP Union Contract (July 1, 1999 through June 30, 2001) and the General Order Manual, the process for filing a grievance for the written examination and the oral portion of the promotion process. Note: the oral phase of the promotion process has been replaced by the assessment center exercises. The promotional process used by the Department is built around the solid foundation of job analysis and content validation demonstrating the job-relatedness of the promotional decisions. Prince George's County Police Department should also be commended for using multiple methods and multiple trained raters to assess candidates' knowledge, skills and abilities. Assessors are trained to use the rating instruments and the associated benchmarks. The candidates are also thoroughly informed about the promotional process, especially important as the process has undergone substantial change from 1998 to 2000. The weighting of the individual components of the promotional process to form a composite score has improved since 1998. The essential components of a legally defensible and sound promotion process appear to be present:

✓   Testing process clearly described

✓   Linkage between knowledge, skills, and abilities and job tasks

- ✓ Trained raters

- ✓ Validation strategy

- ✓ Adverse impact analyses

- ✓ Generic feedback to candidates regarding the skill and ability exercises

- ✓ Availability of grievance procedure

RECOMMENDATION 49: *The Department should provide more detailed and specific feedback to promotional candidates in order to reinforce desired behavior in the field. The Department should take every opportunity to reinforce the correct and ideal behavior.*

RECOMMENDATION 50: *The Department should define the role of an officer more specifically, and establish standards of performance designed to allow the agency to best fulfill its mission.*

RECOMMENDATION 51: *The Department should conduct an evaluation of adverse impact during all phases of employment: the initial testing and background review phase; recruit academy performance; and promotions, with special attention to the rank of Sergeant.*

It is important to evaluate the stages in the process at which various candidates are eliminated from contention in order to pinpoint aspects of the process that may need to be reconsidered or modified. It should be noted that the promotional process has been significantly improved in the past several years, particularly in the year 2000. The Department has done a thorough job in identifying critical job competencies, as well as assessing them.

RECOMMENDATION 52: *The Department should conduct a full-scale job analysis for all ranks, establishing performance standards that link current job tasks with required and desirable knowledge, skills and abilities. Such standards should include new performance dimensions that emphasize police-community relations and communication skills. The Department should maintain current job/task analyses for each position (no older than 3 years). The Department should seek support of the United States Department of Justice, Office of Community Oriented Policing Services, other jurisdictions dealing with community aspects of performance, as well as some citizens in the process of re-defining the officer's role. As always, the FOP labor union should be represented in this process as well.*

CHAPTER 5

COMMUNITY POLICING

This chapter presents the Task Force's observations and recommendations concerning the community-oriented policing program and practices of the Prince George's County Police Department.

OVERVIEW

The community-oriented policing initiative of the Prince George's County Police Department focuses on partnering with citizens to identify and solve community problems. Community-oriented policing is designed to improve the quality of life for the citizens of Prince George's County. It attempts to do this by meeting the following goals:

- Working in partnership with the citizens to identify and solve community problems.

- Utilizing problem-oriented policing concepts in addressing issues affecting the community.

- Acting as the public's liaison in coordinating government services for solving community problems.

- Developing innovative methods to deal with law enforcement issues, social issues and environmental concerns.

This chapter covers the following areas related to community policing:

- Organization and operation of the current community-oriented policing program of the Department;

- Opportunities for expanding community – police partnerships.

The methods used to develop the conclusions and recommendations in this chapter included document review, interviews, observations of patrol and community police officers and "best practice" analysis.

CONCLUSIONS

The Prince George's County Police Department initiated its Community Policing Program in 1991 as a means of developing a partnership with the community to solve problems and reduce violent crime. In an effort to assess the community-policing process, the Community Task Force on Police Accountability examined Departmental summaries on community policing initiatives, interviewed community-policing officers and the Chief of Police.

Overall, the Police Department is making substantial efforts in communicating the philosophy of community-policing among members within the Department. Police recruits are trained in community-oriented policing techniques at the Academy and are required to be assigned for a week to the community-oriented policing unit before the end of their Field Training program. In-service training on community-oriented policing is being provided on an annual basis, and community policing specialists and supervisors are required to attend a 40-hour block of instruction pertaining to the goals and objectives of the Department's Community-Oriented Policing program.

A review of Departmental efforts to engage the community and/or community groups (i.e. forming partnerships) in Departmental community policing programs was conducted. This review included examining documents provided by the community-oriented policing unit detailing outreach efforts made by the Department and existing programs implemented at the various police districts.

Community policing assumes that police cannot solve neighborhood problems on their own. To achieve success, they depend on the cooperation of the community and public and private agencies. The Department has made considerable progress in "reaching out" to the community to form partnerships with various organizations. Examples of the Department's outreach efforts include, but are not limited to, the following:

- A Partnership with the Southland Corporation in an effort to open lines of communication between area youth and the police

- A Partnership with the Prince George's County Public Schools' Chief Educational Administrators in developing School Intervention Teams

- A Partnership with Interfaith Action Communities representing a consortium of churches in Prince George's County

Another task undertaken by the Department was that of finding financial resources necessary to support community policing endeavors. The Department has received private and federal funds to provide computers in community police officer vehicles and specialized equipment to enhance community-policing activities.

The Community Task Force on Police Accountability found that the community-oriented policing model, as adopted by the Prince George's County Police Department, is a strong effort to develop partnerships with the community to solve problems and reduce community problems. The model adheres to the following general principles of community policing:

- Community policing in Prince George's County relies on organizational decentralization and a reorientation of patrol to facilitate communication between police and the public. Community policing officers are expected to work more autonomously at investigating situations, resolving problems, and educating the public and keeping peace within the community.

- Community policing in Prince George's County is committed to focused problem-oriented policing. Problem-oriented policing encourages officers to respond creatively to problems they encounter or to refer them to public and private agencies for assistance.

- Community policing in Prince George's County is responsive to citizen input concerning both the needs of the community and the best strategies the police may use to meet those needs.

- Community policing in Prince George's County is committed to helping neighborhoods or geographical areas solve crime problems on their own, through community organizations and crime prevention programs.

More importantly, the Department recognizes that community policing is not a "static" program and is committed to examining new strategies toward keeping the peace and improving the "quality of life" for the citizens of Prince George's County. In evaluating the strengths and weaknesses of the Community Policing Program, the Department has identified areas where improvement is needed:

- more education for the public regarding prevention strategies,

- more information gathering and exchange for solving crimes,

- mobilization of citizens into working groups to address community concerns,

- increased utilization of traditional and nontraditional enforcement techniques, and

- greater police presence and visibility in assigned areas.

Currently, the Community-oriented Policing Program has been implemented in all Police Districts of the County. The Department has allotted 146 positions to the program and 137 of those positions have been filled. Community-Oriented Police Officers are assigned to every district station and are responsible for working with the community to ensure that their concerns are addressed. The complement of sworn personnel assigned to the Community-Oriented Program is the following:

- District 1—4 Sergeants and 25 officers

- District 2—2 Sergeants and 18 officers

- District 3—2 Sergeants and 34 officers

- District 4—2 Sergeants and 23 officers

- District 5—1 Sergeant and 11 officers

- District 6—1 Sergeant and 13 officers

However, the Task Force has reservations as to whether the Department's community-oriented philosophy is being implemented in a consistent manner in all of the six districts. It is suggested that the Department's command staff review the Oxon Hill (District 4) Community Partnership Blueprint as a community relations outreach model for implementation in the remaining districts.

The Department has created and implemented a Community Activity Report that is used to inform the Chief of Police of concerns raised by community members during organized community-based meetings. The report details the concerns brought to the attention of police personnel and provides for follow-up action by the Department to address the

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requested police response. The report should also be forwarded to the Audits and Inspections Division to determine whether citizens have received appropriate feedback from the Department. It appears this procedure is not being followed within the Department. As a consequence, the Department has no auditing mechanism for analyzing specific issues raised by citizens and, more importantly, whether the Department has responded in an appropriate manner to the identified issues.

RECOMMENDATIONS

Effective community policing requires responsiveness to citizen input concerning both the needs of the community and the best ways in which the police can help meet those needs. An important corollary of this commitment to responsiveness is that police need to find ways to evaluate their ability to satisfy the concerns expressed by the public. This is a "customer satisfaction" criterion for assessing the quality of policing. Some police departments, for example, use citizen questionnaires to evaluate their programs on a continuing basis. One proposed method for the Prince George's County Police Department would be to conduct an annual mail survey of randomly selected County residents to examine characteristics of communities in regard to fear of crime, perceptions of neighborhood disorder and cohesion, police-community contacts, opinions of the police and public safety priorities. This annual survey would serve as a basis for the police and community members to forge stronger working relationships to target local problems more successfully, identify solutions and monitor progress toward resolution of crime problems and neighborhood distress.

RECOMMENDATION 53: *The Department should expand Citizen Police Academy opportunities for youth by coordinating participation of public school students for student service credit hours. Additionally, the Department should identify and select Citizen Police Academy instructors who are culturally sensitive to youth participants and community members.*

RECOMMENDATION 54: *The Department should continue its Community Policing Program for developing partnerships with the community to solve problems and reduce violent crime.*

RECOMMENDATION 55: *The Department should establish a Community Policing Commission to monitor, evaluate and assess the Community Policing Program.*

The Task Force recommends that a Community Policing Commission be created to supplement the Department's Community Policing Program in an effort to address the apparent inconsistencies of the community-policing philosophy in the various police districts. Specifically, members of the Commission would be responsible for monitoring and evaluating the Department's efforts in implementing community-policing programs. More importantly, through the Community Policing Commission process, communities from all areas of the County would have open lines of communication with their local police district station. Each of the district areas is unique, and therefore, the Community Policing Commission will play a vital role in keeping the District commanding officers abreast of important issues in their community.

The Community Policing Commission should be broadly representative of the community composed of, at minimum, 15 community representatives. Commission members may include a representative of each council district, police district and representatives of specific target groups such as business leaders and community leaders, community activists and those who have been involved in the criminal justice system, including ex-felons. Each member would be required to serve on the Commission for one year and must be a County resident. The Chair of the Community Policing Commission should be appointed by the County Executive and confirmed by the Council.

The Community Policing Commission should provide information relative to a

community to the district commanding officer and provide information to the community

from the Department.

The responsibilities of the Commission are as follows:

- Assist Department command staff through community input in decision-making. The Commission should advise and inform the Department of community problems and concerns and provide input to decision-making

- Help identify short-term and long-term concerns of the community and help identify priorities and solutions

- Mobilize community resources and strengthen ties within the community

- Coordinate with other governmental agencies and community organizations to resolve community problems

- Communicate information on the roles and operations of the Police Department to the community

- Assist in community policing problem-solving, recommend solutions, and review the progress or results of recommended strategies

RECOMMENDATION 56: *The Department should continue the use of its Community Activity Report as a mechanism for informing the Chief of Police and command staff of concerns brought to the attention of police personnel during organized community meetings. The reports should also be forwarded to the Community Policing Commission for review.*

RECOMMENDATION 57: *The Police Department should develop a formal evaluation component for the Community Policing Program in conjunction with the Community Policing Commission.*

SUMMARY

During the period between June 2000 and January 2001, the Task Force on Police Accountability met to investigate the many issues that had arisen because of expressed community concerns regarding police misconduct. The Task Force believed in the beginning that only a thorough investigation of the practices, procedures, behaviors and the police leadership's response to the articulated issues could begin to reach some understanding of the problem. The last seven months of investigations, forums, focus groups and expert testimony have led to the conclusion that there is much that is right with the Prince George's Police Department. There is, just as obviously, much that needs to be done. The foregoing analysis and consequent recommendations were developed in response to the Task Force's findings.

Effective police accountability – that is, officers individually and a police department collectively being held accountable for decisions and actions-- is an amalgam of selection, training, supervision, procedures, community involvement and many other factors. To achieve effective police accountability in Prince George's County, the Task Force concluded that the most important factor in any proposed changes is leadership. As a result of our findings and recommendations, it is the Community Task Force on Police Accountability's expectation that the leadership of the Prince George's County Police Department and the Prince George's County community will accomplish this in a mutually respectful manner.

LIST OF APPENDICES

Appendix A

Qualitative Analysis of Focus Groups
conducted on behalf of the

**Prince George's County
Community Task Force on Police Accountability**

Introduction

In order to gain access to the attitudes and perceptions of civilians toward Prince George's County Police officers, the Subcommittee on Community Relations and Citizen Attitudes of the Prince George's County Community Task Force on Police Accountability conducted focus groups with four groups of identified citizen interests.

The focus groups were conducted on November 13 and 14 at the Sports and Learning Center in Largo, Maryland. The groups were intended to garner citizen perceptions of police procedures, attitudes, and behaviors towards citizens during routine policing activities. Below is a list of the groups that were identified to take part in the groups.

Group	Day	Time
Group #1: Ethnic Males 18 to 35	Monday, November 13	6:30 p.m. to 8:30 p.m.
Group #2: Advocacy leaders in Prince George's County	Monday, November 13	6:30 p.m. to 8:30 p.m.
Group #3: Owners/representatives of businesses in communities with visible police presence	Tuesday, November 14	6:30 p.m. to 8:30 p.m.
Group #4: Citizens Involved in the complaint process	Tuesday, November 14	6:30 p.m. to 8:30 p.m.

Participants in Group #1 were identified by members of the Subcommittee on Community Relations and Citizens Attitudes.

Participants in Group #2 were identified by members of the subcommittee from various community lists and other public information sources.

Participants in Group #3 were identified by members of the subcommittee and other members of the Community Task force for Police Accountability.

Participants in Group #4 were identified from a list provided by the Human Relations Commission of Prince George's County. Each group was limited to a maximum of 10 participants in order to obtain a depth of response. The response rate for each group was quite high with the exception of Group #1. There were 24 people who participated in the focus groups.

Although, it was not the intention, nor was it the focus of the project to separate racial differences (other than obtaining the voices of the males in Group 1) upon general observation, it was clear that the groups were representative of the demographic makeup of the county. Generally, of the 24 participants, about 79% were Black, about 17% were Caucasian, and about 4% were Latino. The ages of participants ranged from 18 to 60. Of the participants, about 67% were female and about 33% were male.

Focus group protocol

The focus group protocol was intended to spark a dialogue between the participants. Participants were shown a video entitled, "Traffic Stop" which was created as a mechanism to communicate the procedures that police should follow in making a routine traffic stop. The video depicted a Black man dressed in a business suit and tie, leaving his house on his way to work, in a clearly middle class neighborhood. He makes mention that he is late and rushes off in his late model car. In the video, he runs a stop sign and is pulled over by a female police officer. The video shows the police officer and the civilian having a dialogue that was sparked by miscommunication, but was remedied when the officer explained standard procedure to the civilian. The video also depicted a second officer approaching the vehicle from the passenger side. The second officer did not speak. The officer gave the driver a ticket and the video is stopped.

The facilitator then asks respondents to talk about the extent to which the video is an accurate depiction of police behavior. The general questions are as follows:

1. In your experience, does this video accurately depict how Prince George's County police interact with citizens?
2. Would you say that this police behavior is the exception or the rule?
3. What was it about the behavior that is consistent or inconsistent with your perception of police?
4. What has been your personal experience with the police in Prince George's County?
5. What, if anything, could be done to increase your confidence in the performance of the Prince George's County police?

Each group was given the same protocol. The facilitators were present merely to encourage dialogue between the participants. The following analysis will present the common themes that emerged generally among all four groups as well as uniquely between the groups.

<u>Common Themes</u>

The voices of the participants were very clear and representative of the four groups identified. Although the groups were different and had one or two unique concerns, there were common themes that were clear and consistent throughout all groups. These themes seemed to transcend the demographic identity of participants and resonate to a unified voice for the participants. These themes can be broken down into three categories: Lack of communication and interactions between police and county citizens; general attitudes and behavior of county police; and differential treatment of citizens by police based on perceived notions of race and class.

Lack of communication and trust between police and County citizens

There was a uniform feeling among the participants that the citizen base within the county and the police who are charged to protect them are not communicating with one another. In each of the groups, participants spoke of strained relationships, mistrust, and misunderstanding on the part of both police and civilians. One male advocacy leader expressed a concern and a willingness to help find a solution to this issue:

> *I'd like to just find...solutions, as to what the police officers can do to improve their relationships with the community, because it is very strained at this point...*

Again, there was a strong sentiment that the main issue is the lack of communication between police and civilians. The business owners talked at length about this, noticing that in the video the two had misunderstandings, but controlled them through good communication.

> *A lack of communication in the Prince George's Police Department and their lack of professionalism, I think, are two major things that need to be addressed.*

> *There is a lack of communication and understanding between the Police Department and the resident, which they serve. Somehow or another, they just don't feel as if they fit in. I don't think they think that we care about them, and we do. At the same time, I think many of the rights that they think are afforded them, that they forget that they are afforded us.*

Civilians don't seem to think that officers care to understand how they feel or even wish to respect them. Many of the participants criticized the video for being too idealistic.

> *It would be nice if all the cops reacted the way that this young lady did. But that just doesn't carry. This looks to me like a film that they just made to make up believe that this is how our cops are but they are not. I won't say that they are all bad. I have some very good friends who are Prince George's cops and they work on task forces and work very hard to try and make sure that the Police Department isn't depicted as*

all bad. But there are a lot of bad ones out there. My son was a victim of one of these incidents when the cops didn't at all respond like this lady did.

I think that was the ideal situation. I think what you have going on there are two people that are having very good communication. Unfortunately, I don't think it depicts reality very much.

A large piece of the problem seems to stem from the fact that most citizens just don't know how to behave in police situations. Citizens are not taught. One suggestion would be for police and civilians to come together more regularly to try to strengthen communication as well as to educate each other as to how to interact in situations for the safety and well-being of everyone.

[people are] not built with a lot of common sense and they really need to be trained as far as how hey should act. If you know what to expect, if you've told them what to expect when you're being trained to get your driver's license, you might then react better in dealing with the policeman who stops you for a traffic violation.

There was a seemingly sincere sense of fear of the police on the part of younger civilians. One woman shared that in taking her young daughter to a community event in which police were participants, her daughter expressed fear at the sight of the uniformed officers.

She cried the whole time because police officers were there. She was so petrified that she didn't want to get out of the car...I wanted to diffuse [the situation] so I said, "Come on, let me introduce you to an officer," and she said, "is he going to kill me?"

They treat everybody like they have a gun and like they want to shoot them.

When the police came, my son and this other individual was walking and they saw some people and they told them that there were some little boys playing and throwing snowballs, and they followed my son. Now they asked the people, "Is it these two?" and the people said to them, "No it wasn't those two boys, it was some other little boys." But they followed my son.

These feelings were very directly expressed by the young men who were interviewed:

Nine times out of 10, if a black person gets pulled over by any police, P.G., D.C., if you see the police behind you, what you think, shhhh Lord, you're scared.

I'm always scared when they pull me over, every time.

...these supposed to be the people that are supposed to protect you, but you're scared.

There seems to be a misperception among civilians about what standard procedure is surrounding routine stops. In one group, there was a lengthy and heated discussion around whether or not police should, as a standard procedure, have a second police

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vehicle and officer attend to the scene. Some participants felt that there is a written procedure that all stops should have two officers attending. Others felt that this was more of an unwritten, informal procedure. Still others projected the fact that, in the video, the female officer was met by a male officer in another vehicle. This sparked a discussion as to whether the unofficial rule was gender related:

Whether standard or not, there seemed to be strong sentiment that this procedure adds intimidation and hostility to the situation:

> *...maybe there are cases where a second officer is nearby and it might not be a bad idea, but this routine with that guy standing there leering...that was intimidating.*

> *In that movie right there. It was an act. The simple fact that if a cope came up on the passenger side, he always got something to say. In every experience that I've been in, the cop that comes up on the passenger side always has something smart to say -- like one time I was on the passenger seat and the cop had came up, the first cop that pulled us over he asked my name and I said my name is [edited]. Now look, this man asked me for my ID and I gave it to him. The second cop that came up said your f---n name is not [edited]...I'm showing this man my ID and he's telling me that my name is not [edited].*

General negative attitudes and behavior of County police

Citizens expressed a concern that police approach them with an attitude that they have the right to behave in any way they feel fit. This perceived attitude contributes to the lack of trust that civilians hold for police. There is also a feeling of helplessness in the face of a lack of trust, similar to a scenario of the oppressed versus the oppressor.

I've been in scenes where they come with their guns out, they're hollering at the top of their lungs, so already this is scary to me. They have a gun pointed at me, they have a flashlight in my face, when I look over in the passenger side, I see another cop with his gun out, and here it is you want me to be able to give you the things you want...you don't talk to animals like that, you don't come to animals with weapon out, a flashlight in their faces and constantly just hollering...I think it makes an unsafe scene.

So here it is you coming on me because you have a job, you think you can disrespect me because your job consists of you protecting and serving...The same guy gets to kill people. They get administrative leave off with pay so I mean you're really like rewarded to do things to us. It is nothing that they are going to be reprimanded, they get rewards for doing stuff to us.

You can go out here on 495 right now and any police officer leaving Upper Marlboro will take the left lane. And that officer expects everybody in the left lane to move over for him. But if I'm driving the speed limit, which is 55 miles an hour, I shouldn't have to worry about that officer being too close to me.

There was sentiment expressed that police can sometimes behave in aggressive ways that can sometimes be scary and unreasonable.

'cause my son was stopped where [suspects] were, they jumped up, came to his car, snatched his door open, told him get out of the car."...and start all this cussing at him and he told me that he was cussing at him in his ear so the other cops with him couldn't hear him so they couldn't verify that he cursed.

I just don't feel like they have our best interest at heart, a lot of them. I'm not going to say the whole Department is that way, but it's too many that are out there for the pay check and not so much to protect the citizens.

Stereotyped suspicion of citizens by police based on race and perceived class

If there was one sentiment that was pervasive throughout each group, it was the feeling that if you look a certain way, the perceptions of police will take precedence over your rights as a civilian to what might be considered fair treatment. This came across very strongly in the conversations with all participants, especially with the ethnic males. For whatever reason, it is felt by the citizenry that if you are Black and male, you are perceived up front as having done something wrong. This perception, in their minds, makes the communication between the police and the Black citizen much more strained and tense at the time of interaction. This perception is not only attributed to white officers, there is a strong sentiment that Black officers hold the same, if not a stronger perception.

The officer that stopped her, her initial stop was a Black. The officer that was yelling at her in a rude way was a Black. It was a Caucasian male officer that said, calm down, it's okay.

The majority of police officers is Black in PG County. So half the time when you get into altercations with police officers, I'll guarantee you he's Black.

White cops already know what they think about you and you already know what they think about you. It's the black cops trying to prove to them that, "yeah, I'm okay too." I think the same way you think.

I guess most Blacks agree that basically not only White officers, but basically the majority of White people see all Blacks the same.

There is no doubt that this perception is painful to the civilian recipients of it. In the group of young ethnic males, there was a real feeling of frustration. The group was diverse in age as well as background. There was a student, a medical office assistant, an emergency room worker, and a man who had just moved down from New York. These were clearly middle class men. Each of them had stories of how they were treated by police. In each of the stories, one could hear the pain and frustration and the humiliation the young men were experiencing.

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I've been living in PG County for 3 years. I work at Washington Hospital Center. I'm an emergency room medical technician. I'm also an owner of a sorry that patronizes peace...I've had incidents where I was treated brutally, mistreated, stereotyped. I've been around people who have gone through the same thing. I think they turn into robots. I believe after the training and once they get their blue uniform on and they become part of that little gang or whatever it is they are supposed to be, I believe they take off on their on and their own's own.

It was raining – pouring down rain, it was a storm. This particular officer asked us to get out of the car. We said it's raining outside. I had my license and registration in my hand. He never came to the car to identify himself. He never said what force he worked for, hi how are you doing sir, I never got "sir" like the example in the video, I never received that respect at all...we finally get out of the car...he went to the muddiest area and told all of us to get on our knees.

One time I was on the passenger seat and the cop had came up, the first cop that pulled us over he asked my name and I said my name is [edited]. Now look, this man asked me for my ID and I gave it to him. The second cop that came up said your f---n name is not [edited]...I'm showing this man my ID and he's telling me that my name is not [edited].

They ain't going to do all that explaining to a black man, they say, "Get out of the car." They have their hands on their guns, unbuckling the strap...

They don't go through none of that I have to respect you as a citizen and my name is so and so. Let me introduce myself first so I can make this scene a safe scene, a calm scene. The never come off like that. They always come off like, "I am the boss, I run this, I got a gun and a badge, I dare you say something."

You feel disrespect, you feel someone is playing on your intelligence, you feel hurt, you feel a lot of things when another man—first of all you're looking at them like you're no better than me.

There was a sentiment that the perception of guilt is not only racially driven. Depending upon what neighborhood or region a stop is taking place in, it would not matter what your race, you would be under suspicion. Neighborhoods that were mentioned a lot were Langley Park, Hyattsville, and Oxon Hill. Participants expressed that these stereotypes are many times unfair and inaccurate.

You could be a top A student, but because you like to wear baggy jeans or because you like to wear dreadlocks or you have your hair out and so forth, you're automatically classified as to be cautioned. The police officer is approaching your car and is going to look at you.

[Some] neighbors of mine in Hyattsville and their son was coming back from the Metro, waling back to Hyattsville...He's a Black, a Harvard law student...They were

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looking for somebody...the cops in that area knew about in terms of a description was a Black male, that was it...They saw him. Five cars converged on this young man and they threw him on the ground...it was about 45 minutes before they finally believed who he was, that he lived two blocks away in the neighborhood. He has his ID, he had his school ID from Harvard University and they wouldn't let him go for 45 minutes.

When you say Oxon Hill, you sort of think negative. But I live in almost a $300,000 house, I make over $100,000 a year...I am not [a] poor person. I am not rich, but I'm not [a] poor person. But just because I say Oxon Hill, then you automatically have put me as living in a bad neighborhood.

So, it doesn't all the time be about race, you know, even through you might feel. I know because my sons (I have an 18-year-old and a 22-year-old) and they have been treated terrible in some instances.

Other comments

Although themes that emerged tended toward hostility and frustration toward the police, there were two groups that, especially, who had sympathetic comments to make. The make-up of these two groups was interesting in that there were former members of law enforcement agencies within these groups. This trend may have a tendency to influence the two groups with former police officers as participants toward greater sympathy than the two groups that had no former police officers participating. However, it is important to note these comments as they reflect the voices that came out of the groups.

The main concern reflected in these sympathetic comments has to do with understanding that police have a difficult job to do and that they do not always know who is going to be on the other side of a routine stop. While these comments do not condone inappropriate behavior, they do forgive it when the safety of the greater community is the higher concern.

I'm kind of suspect as to why they were harassed if they didn't bring themselves to the attention of the police, and not that that's an excuse, I'm just saying it just seems a little funny.

Police officers are running up against individuals. Individuals must realize that they're running up against an individual police officer. He may be one of the bad ones, but more than likely he's probably one of the good ones.

Other comments focused on the fact that not all police officers are aggressive.

Even in nighttime, the female officer you generally have a much more courteous person, a much more understanding person, even though you still get the ticket, but, you know, you feel better about it.

The only experience I have is when the alarm in our house got tripped. The police were there, they were very polite to us. They were there in five minutes. They were good.

Distinctions Between The Four Groups

Certainly there were differences in the make-up of the four groups that were interviewed. These differences were intentional. However, in light of those differences, it was interesting to see the common themes that came out of their voices. There were one or two differences that distinguished the four groups one from another. This section lists those differences and tries to bring out the uniqueness of the groups through the voices.

Group #1: Fear, Anger, Pain

The first group was unique in that they embodied the one group that gets more play in the media as well as in our everyday experience with regard to their relationship with the police. These were young ethnic males. This group was interesting in that they had the lowest turnout of all four groups. Out of approximately 20 participants confirmed, only four showed up to participate. This speaks to the hesitancy of this group to even come to the table to talk about the issue.

The group was 75% Black and 25% Latino (one of the young men was from Puerto Rico). There were two 18 year olds, on 34 year old and one in his late 20s. Not surprisingly, the older males were the most verbal, but the younger males did have a lot to say. All four men were middle class. However, they had each had multiple encounters with law enforcement. These encounters usually stemmed from an unfounded suspicion on the part of police of the young man's guilt. It must be stressed that these young men were not solicited because of any prior experience with law enforcement, these incidents just came out as chance. However, self-selection may play a role in their reasons for being committed enough to show up and talk when their counterparts did not.

The main theme that distinguishes this group from the rest of the groups is that of their feelings of injustice. Each of the young men talked about feeling pain, hurt, anger and even fear. They see no resolution to this issue. Only that they will always be the ones at the end of the gun barrel or lying on the ground with their arms outstretched. One young man sums it up very directly:

Pain, disrespect, and hurt. First of all, you go through enough just being who you are. Like us sitting here talking as Black men. You go through enough just being that and then to have an officer come up on you with no kind of respect. This is the one that should have respect. He should be trying to be a friend to other people if he wants help from these people or if he wants any kind of participation. These are the same people that come back to you and ask you to help them with something and how can I help you when I can be the next victim for you? I can't see me every being on your team, when I am only on your team to convene you to get somebody else that looks just like me. You didn't want to help me when you pulled me over, when you stereotyped me because of the way I

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looked, but now that you're looking for someone that fit in the same description, but not me, now you want my assistance.

Group #2: Community policing

The advocacy leaders were very diverse not only in age, gender, and race, but also in experience. In fact, within this group, there were a couple of former police officers and also a police trainer. This, again, was a chance occurrence, but it did not stop the group from being frank and honest.

It was clear that members of this group had a lot of experience working with community citizens as well as living within communities as neighbors, homeowners and merchants. It was also clear that they wanted to find a common ground to the issue of mistrust between the civilian population and police. They were aware of the problems that lack of communication and education on both sides can cause. Some had had personal experiences with police stereotyping either themselves or their children. After having a lengthy and heated discussion about standard procedures (sparked by a debate as to whether the video was right in having a second officer come to assist the female officer on a routine traffic stop), the group came to the consensus that there is a real lack of communication between civilians and police. The major thrust of their concern was how to get back to the notion of community policing.

We definitely have to get to community policing. I'm a firm believer in that. How to get these officers out of the cars, even if they only come out for one hour during their tour. And I know the district commander is going to say, well, I need them out there doing something. But, I mean they can find a way to integrate that.

Group #3: Teach us how to respect one another

The business leaders were the most sympathetic with the difficulty of the police duties. The more they dialogued, the more they began to talk about how difficult it is for police to know who the "real" bad guys are. Much of the sentiment in this group centered around trying to find ways to help people know when to be appropriate with police. Just don't cause any trouble, and trouble will not come to you. The one unique suggestion that came from this group was that of education. It is important not only to education the citizens in how to interact with police, but also to educate the police in how to interact and be appropriate with the citizenry.

In terms of education of the driving population, the citizens, you can have (instead of merely having the mechanical, how to drive a car and these are the rules of the road kinds of courses in high school and privately), we could add on a how to deal with a police officer or a person in authority in various situations which might arise. I think personally the training before the driver's license examinations are taken should be more complete with a wider range...In terms of training of police officers, I guess sensitivity training in an ethnically diverse, multi-cultural society, as we have in Prince George's County, should probably be emphasized.

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Group #4: An apology is all I ask

Group 4 was a group comprised of citizens who had at one time or another filed a complaint against a police officer. This was a very unique group with unique needs.

Right now I'm just stuck on receiving an apology. I was just hanging for an hour. OK? And I was not under arrest, but it was de fact arrest. OK? Received no apology even after the commission ruled in my favor.

Group 4 also seemed to feel that going to the commission [HRC] to file a complaint may produce results in terms of a favorable ruling, but whether police are actually disciplined as a result of the work of the commission is something that they are less convinced of.

I'd like to know when there's an investigation done and evidence proven that the officer acted unprofessionally and out of character, then that officer needs to apologize to that person that he violated or whatever. He should be made known that you don't have to go that far, you didn't have to carry this far just because this person looked like who you were looking for. Everybody you think is the criminal is not the criminal. Just make sure you got the right guy, or be cautious but don't just go jump out there and start gun slinging and throwing down on the car because he looks like who I'm looking for.

Conclusion

The voices in this transcript speak for themselves. It is obviously a complex issue to try to understand people's perceptions and the causes of those perceptions. The participants in this project represent some key areas of the citizenry that have a major stake in the issue of police conduct and training. However, these voices should not be thought of as the only constituencies with a voice. This topic should not be thought of as complete. In fact, it is far from complete. The purpose of focus groups is to lend an ear to issues that are hard to get a handle on through empirical means, namely human feelings and the causes of their behavior. If a focus group has been successful, it will raise more questions than it answers. In this case, there are still some questions that need to be addressed before the issue of citizen's perceptions can be put to rest.

1. If there is an inherent lack of communication and trust between police and civilians, what kinds of strategies will work to break down those barriers?
2. Are there differences in how people perceive police and how police perceive people based on neighborhood and geography within the County?
3. What about the issue of immigrant populations?
4. How can the County and police begin a dialogue with young Black and Latino males that will inspire trust and respect across the table on both sides?
5. What type of training can be implemented for civilian County residents to make them aware of their rights as well as their responsibility as far as interacting with the police?
6. What type of training can be implemented for police to make them more sensitive to the concerns of the County civilian population?

7. How can we make the conflict resolution process (complaint process) less time consuming with more direct and specific results?

The focus group facilitators worked hard to bring out the feelings of participants in an objective way. The following are a list of recommended actions that the facilitators suggested after interacting with their respective focus group participants.

1. More time should be granted to conduct a more extensive study and garner more voices from different segments of the community.
2. More voices should be solicited from members of the Latino and Asian community, members of the Black and Caucasian community were well represented within the group.
3. In the complaint group, there were only Black participants, perhaps more time should be taken to interview members of this population from other ethnic backgrounds.
4. Members of the community who have not been involved with police issues or complaints should be interviewed as well.
5. Perhaps a group with only police officers would help bring another perspective.

Appendix B

Summary of Themes Expressed in Community Forums

Theme #1:   Lack of positive police interaction and presence in communities

"I think we need more support and presence in our community." (Langley Park)

"... the police have to do much, much more in terms of taking seriously what community policing calls for." (Langley Park)

"We think this kind of informal climate of trust that was created is what is lacking between the police and the community." (Langley Park)

"Once me and the police, um, officer got in my house, they were confrontational. When they got ready to leave my house, 2 of the officers turned around and told me, 'I hope you never need a police officer again, because if you do, don't call us'." (Oxon Hill)

"The Police Department should be more responsive to citizen concerns. Often you can not get help from the police when you need it" (Oxon Hill)

"... why can't all fourteen hundred and twenty police officers be community police officers?" (Largo)

"They need to learn how to speak to people. They need to realize who the victim is. Okay? And not provoke the person who as called them and asked them for help." (Largo)

"So my recommendation is that we take a look at how we train our officers and include as a part of that training some interpersonal training" (Largo)

"I'm not going anywhere. But I just want the Police Department [to] protect us... I want to see more policemen... we have offered many, many ways that they can come into this community and get action taken that's positive. But nothing has happened and we want to see it happen"(Largo)

"Yeah, I pay taxes. Yes, they're slow to come to my community"(Largo)

"I also would like to see encouragement of the police in our district to have a community relationship with each other. That's by participating in community activities, study groups with the police and the youth" (Largo)

"I have not seen much or the Hispanic group represented on the police force. I would like to see more Hispanics, more Asians, other Black citizens from different countries, Africa and others--I would like to see a really fixed Hispanic group here. The police force should have a permanent resource person and an Asian person, Hispanic person. My group the

Asian Americans we have a lot of retired people that would like to volunteer as resource person for the police force." (Largo)

POSITIVE COMMENTS:

" ...I really appreciate that...we've had some cooperation from the police to help us to rid us of some drug trafficking problems....[t]hey've worked with us, they've, we've been able to communicate with them." (Langley Park)

Theme #2: Lack of ongoing, open communication between police and citizens

"We've got to figure out a way to get people to talk across those lines, not have two separate sets of conversations." (Langley Park)

"It may be possible in the presence of the police for many of the people who are themselves feeling threatened by the police, not to speak as freely." (Langley Park)

"It seems to me that if police officers are here, that has a repressive affect upon the kind of dialogue that I assume you're looking for." (Langley Park)

"... we the citizens need to be apprised and I don't know, I guess educated more on what our civil rights are/Recently, some members of my family were arrested... but they were arrested without a warrant, and without the reading of their Miranda Rights. Their movement was detained for almost 24 hours/There are lots of people who have absolutely been through same things and nobody is doing anything about it" (Oxon Hill)

"The bottom line is the community, all of us, need feedback." (Largo)

"I'd like to say too, maybe here to, at least concur with her that there needs to be some communication between the police force and the citizens." (Largo)

"And I was just wondering what type of training they have in talking with the students and working with our students because I feel that our students need to know that they're there to protect them and not more so, like, they're somewhat criminal or something." (Largo)

POSITIVE COMMENTS:

"I want to say that the police have been trying to approach the community and improve relationships with the community." (Langley Park)

"[A]n administrator of a high school...call[s] on the Prince George's County Police Department...to assist us in providing support for these young people and to turn that support which only comes from places like the Commander of District 4 that we are able to show students that there is an opportunity to develop some trust and they have done that. There are some people that they come into our sessions and announce that they hate

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the police..., but they always leave with a new found understanding for what is going on."
(Oxon Hill)

Theme #3:   Police brutality and poor treatment of Latino and Black youth

"Police should not come into any community, Black Hispanic, African, Asian and as occupied. And that seems to be what happens." (Langley Park)

"And what P.G. is notorious for as far as police brutality, is an attitude that kind of parallels what I saw in the racist Klan activity, an attitude which says that Blacks and minorities, your life is not worth much and until that attitude is eradicated, until we can eradicate racism and police brutality and profiling, that is going to continue" (Oxon Hill)

"...The [Prince George's County Police] have had a reputation for years of being oppressive to minorities, especially Blacks, Hispanics and so on." (Oxon Hill)

"This is against police brutality, all right and there is no sense of accountability" (Oxon Hill)

"As an African, one thing for me I have is an accent/And in most cases on the street I have police doing things to me because of my accent; they do things that are just inhuman to me. And they treat me as if I am trash, even though I have lived here for 21 years. But I am still treated like trash. Why in the Prince George's Police Department I have yet to see Africans in the Police Department? I think that makes me believe that this problem of the Prince George's Police Department treating African like trash is embedded in the Maryland Police Department police and that in turn give rise to all of this kind of treatment." (Oxon Hill)

"I think that we are not only dealing with police brutality, but we are dealing with a system and an institutionalized structure that I think needs to be reformed." (Oxon Hill)

"I don't want no boy or girl to see – to be terrified because my sister and I thought the police was going to kill my mom. A police is supposed to protect people, not to make us fear for our lives" (Oxon Hill)

"They are constantly the victim of police harassment, solely because they are young Black or Hispanic men" (Oxon Hill)

"We try to instruct the youth in proper values and we try to direct them in the correct path. But what we find is that increasingly, the dangers that they face in our community is a community and a nation that evaluates their life and their work as individuals, to the point where it makes possible increasing police brutality ..." (Oxon Hill)

"As a result of [police actions] many of our members who reside in Prince George's County, have a genuine fear for the well-being of their children. Particularly, those who are in their late teens and early 20's..." (Oxon Hill)

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"More over, it angers me to no end to hear accounts of African-American males in this County who have died while in police custody" (Largo)

"... the lack of legislative action only leads me to believe that the lives of African Americans and people of colors are less valued in the eyes of the powers that be" (Largo)

"... it was great horror when I found out that a person who was unarmed, accosted and brought into the sub-station less than five minutes from my home, was killed--and not one person said anything about the fact that someone got murdered in the custody of eight police officers, unarmed, less than five minutes from my house ." (Largo)

"At that time there was still a minority in the County but it rapidly changed. And there were a lot of incidents of police brutality. And I moved away after I graduated high school. And I had returned here a year ago. And I live in Greenbelt again. And the situation seems to be the same or even worse..." (Largo)

"... that still in this County minority families tell their young sons, "Be afraid of the police. You can't trust them" (Largo).

"You can't expect the community to accept you when they see all the youth on the ground when you come to lock them up." (Largo)

Theme #4:   Lack of police respect, cooperation, and a "we/they" environment

"The attitudes or the images that people have in this are toward the police are, unfortunately, not conducive to cooperation." (Langley Park)

"The point is that there is an image that exists that creates a we/they situation between the police and the residents". (Langley Park)

"And the bottom line is we need to find a way so that we can work together as equal citizens, not the police on one side and us on the other/We need to develop some type of sensitivity to each other." (Langley Park)

"The police, because of their role as the enforcers of the law, have a very arrogant attitude towards working people, and particularly toward young people." (Oxon Hill)

"Citizens in Prince George's County will not trust police officers and fully cooperate with them until they believe that the bad apples are being weeded out" (Oxon Hill)

"I have found the police to be provocative. I have, and will ask you to please tell the police not to say to a citizen again, 'There is nothing we can do for you' Or 'We are very sorry, we're too busy' Or, 'we do not have enough resources'." (Largo)

POSITIVE COMMENTS:

"[T]he police have actually come to our [community] meetings. And we've told them how we feel and we've seen the changes occur because they have taken our suggestions and listened to our complaints." (Langley Park)

Appendix C

Citizen Complaint Investigation Process

Prince George's County Police
COMPLAINT
PROCESS

Complaint Source

EXTERNAL COMPLAINTS

* Complaint Against
  Police Practices Form
* Criminal Misconduct
* Interested/Involved Citizen
* Spouse/Significant other
* Other Govt. Agency
* Walk-in
* Letters
* HRC
* CCOP

INTERNAL COMPLAINTS

* Anonymous Letter /fax/
  memo or Phone Call
* Another Officer/Co-worker
* Another Investigation
* Supervisor

Commander INTERNAL AFFAIRS

Investigation/Case Finding
APPROVED
See Chart #2

Inquiry

Complaint Review

Initial Review/Approval
Case Finding

Incident Resolved — No — Complaint Assignment

Yes

Closed IAD Files

Field Case

Civilian Personnel

Police Supervisor

INTERNAL AFFAIRS

* Criminal Misconduct
* Use of Force
* Abusive Language
* Harassment
* Other Significant Cases/
  Local Government

30-90 days

30 days

Initial Review/Approval
Case Finding
and
Recommended Discipline

District/Division Commander

Bureau Chief

Chart #1

Logic Flow

Review Process

Commander Inspectional Services

Use of Force
Abusive Language
Harassment
Cases

HRC
conducts
Independent Investigation

↓ 30 working days

CCOP
no independent investigation
reviews case and
makes Recommendations
to Chief of Police

Investigation/Case Finding APPROVED
See Chart #1

MDADR
if summary punishment and facts are not disputed

Full Investigation

Exonerated Non-Sustained Unfounded Administrative Closure

Sustained

Officer offered discipline

Rejects

Accepts

CLOSED IAD Files

No Expungement

Officer accepts discipline if offered

Sustained

Civilian/probationary Employee Notice of Intent to initiate discipline

5 days

CLOSED IAD Files

No Expungement

Officer elects a trialboard or one is mandated

Employee presents info. for Chief's consideration

Trialboard Coordinator

TRIALBOARD
See Chart #3

Final notice of Discipline

5 days

Grievance Procedures

Appeal in Accordance with Personnel Law

Closed IAD Files

No Expungement

CLOSED IAD Files

Departmental Accident

Other CASE TYPES

Expunged After 2 Years

Expunged After 3 Years

Chart #2

Chart #3

SUMMARY PUNISHMENT — One Member Dept. may mandate Three Member → **TRIALBOARD** See Chart #2 — **Major Infraction** Three Member

- Not Guilty → CLOSED IAD Files → Expunged After 3 Years
- Guilty → (30 days) → Trialboard recommends discipline to Chief

Disciplinary Review Committee see note "1"

- (30 days) Chief accepts or amends recommended discipline
- (5 days) ... (5 days)
- (30 days) Chief proposes increased Discipline

Chief accepts or amends recommended discipline → (5 days) → Officer presents information he wants Chief to consider → Final Discipline imposed on Officer
- CLOSED IAD Files → No Expungement
- (30 DAYS) Appeal to Circuit Court

Chief proposes increased Discipline → (5 days) → Chief meets with Officer who presents information he wants Chief to consider → Final Discipline imposed on Officer
- CLOSED IAD Files → No Expungement
- (30 DAYS) Appeal to Circuit Court

note "1"

Officer must waive 30 day review by Chief, and written application must be received within 10 days.

Appendix D

OUTLINE OF LAW ENFORCEMENT OFFICERS' BILL OF RIGHTS HIGHLIGHTS

I.   LEOBR: Article 27, Sections 727 through 734D of the Maryland Code

II.   Purpose: To provide law enforcement officers with due process protection when officers are investigated and/or interrogated as a result of a disciplinary type complaint lodged against them. The LEOBR guarantees certain procedural safeguards during investigations or interrogations that could lead to disciplinary action.

III.   Who is covered: Any person who, in an official capacity, is authorized by law to make arrests and who is a member of certain enumerated law enforcement agencies. The police departments of counties are enumerated; thus officers of the Prince George's County Police Department are covered. Section 727. agency.

IV.   Significant Rights Guaranteed by the LEOBR:

1. The right to engage in political activity. Section 728 (a).

2. Regarding interrogations:

    a. Conducted at a reasonable hour preferably when officer is on duty unless seriousness of investigation dictates otherwise.

    b. Conducted at any reasonable and appropriate place.

    c. To be informed of name, rank, etc. of officer in charge of the investigation and the interrogating officer. Only one interrogating officer per session.

    d. To be informed in writing of the nature of the investigation prior to any interrogation.

    e. To not be threatened with disciplinary action.

f. Interrogating sessions must be of reasonable periods.

g. A complete record of the interrogation must be kept.

h. To be informed of all his rights if under arrest or likely to be placed under arrest as a result of the interrogation.

i. The right to be represented by counsel during any interrogation and to have counsel present and available for consultation. Counsel may request a recess at any point during interrogation for consultation.

j. The officer has up to 10 days to obtain representation; however, the Chief may for good cause extend that period. Section 728.

k. The LEOBR defines an investigating or interrogating officer as any sworn law enforcement officer. Section 727 (h). Section 728 (b) (3) refers to the requirements that must met by an investigating officer in interrogating a police officer. The investigating officer must inform the officer under investigation his/her name, rank, and command and also that of the interrogating officer and any person present during the interrogation.

3. Expungement: Officers may request that all non-sustained, exonerated, unfounded, dismissed, and not guilty findings expunged after three years from the finding. Section 728 (b) (12) (ii).

4. Hearings:

a. Entitled to a hearing before disciplinary action may be taken. Section 730.

b. Hearings are before an Administrative Hearing Board appointed by the Chief of Police. Members of the Hearing Board must be selected from law enforcement officers within the agency or from another agency with the

approval of the Chief of that agency. One member of the Board must be of the same rank as the charged officer.

c. Entitled to notice of the hearing, the date and place of the hearing, the names of all witnesses, charges and specifications against he/she not less than 10 days prior to the hearing. Also entitled to a copy of the investigative file 10 days prior to the hearing if signs a confidentiality agreement. Section 730.

d. An officer convicted of a felony is not entitled to a hearing.

e. The Department's burden of proof at a hearing is preponderance of evidence.

f. Charges must be filed within 1 year from the act that gave rise to the charges comes to the attention of the appropriate official of the Department. The statute of limitations does not apply to criminal charges or excessive force charges. Section 730 (b).

g. Complaints alleging brutality in the execution of a law enforcement officer's duties may not be investigated unless the complaint is sworn to by the aggrieved party, a family member, an eye witness to the alleged brutality and must be made filed within 90 days of the incident to be investigated and for disciplinary action to be taken.

5. Disciplinary Action:

a. Administrative Hearing Board recommends disciplinary action to the Chief of Police if officer is found guilty of any charges. The recommended discipline and the Board's findings of fact are forwarded to the Chief of Police who may accept the recommended discipline or take different

disciplinary action. If the Chief increases the discipline, the Chief must review the entire record of the proceedings, meet with the officer and permit the officer to be heard on the record, disclose any communications received regarding the matter not included in the Hearing Board record and state on the record the substantial evidence relied upon to support the increase. Section 731.

6. Appeal from Disciplinary Action:

   a. Appeals from decisions of an Administrative Hearing Board and the Chief of Police may be appealed to the Circuit Court and aggrieved parties to the Circuit Court decision may appeal to the Court of Special Appeals.

   b. The confidentiality of employees' personnel records applies to all County employees.

Administrative Hearing Boards of the Prince George's County Police Department are open to the public.

Appendix E

Proposed Modifications to LEOBR

Proposed Changes to Law Enforcement Officers' Bill of Rights, Article 27 Section 727-734D.

❖ **RECOMMENDATION:** While the Task Force believes that LEOBR must be substantially amended in order to achieve the Task Force's recommended "best practices" model, we recommend that until that goal can be accomplished, the following discrete changes should be made to LEOBR.

A. Section 727 (b) and Section 727 (h) (1). Amend definition of "Law enforcement officer" to include county executive's "designee" to permit civilian hearing board members and to enable the civilian review board to question officers when investigating complaints. Rationale: Civilian members would address concerns regarding independence of the process ("police judging police" problem.)

B. Section 727 (d). Change definition of "Hearing board" to permit civilian members. Rationale: same as A, above.

C. Section 728(b)(4). Delete entire section which states:

A complaint against a law enforcement officer, alleging brutality in the execution of his duties, may not be investigated unless the complaint be duly sworn to by the aggrieved person, a member of the aggrieved person's family, or by any person with firsthand knowledge obtained as a result of the presence at and observation of the alleged incident, or by the parent or guardian in the case of a minor child before an official authorized to administer oaths. An investigation which could lead to disciplinary action under this subtitle for brutality may not be initiated and an action may not be taken unless the complaint is filed within 90 days of the alleged brutality.

Rationale: The requirement that only certain people may bring complaints is unnecessarily limited. For example, it precludes an advocate for making a complaint for a person who has no family but is incapacitated. With respect to the 90 day limit, citizens who might file a complaint are often the subject of criminal charges, and fear filing brutality complaints until their cases are adjudicated.

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D. Section 728(b)(12)(ii). Delete this subsection on expungement of complaints against officer. Rationale: Ability to track complaints beyond three years will improve identification of officers who would benefit from intervention.

E. Section 729. Delete this section limiting disclosure of officer's finances. Rationale: Ability to identify officers with financial problems is likely to improve early intervention for officers under stress, and reduce susceptibility for corruption. No other county/state employees have similar limits.

F. Section 730 (j). Broaden subpoena power to civilian review board. Rationale: Necessary to change the complaint process in Prince George's County to permit a civilian agency to investigate and review complaint disposition. Models are Detroit, San Francisco, and Minneapolis which have civilian oversight of complaint/discipline process.

G. Section 728(b)(10)(iii). Delete this requirement for the suspension of interrogation of a police officer for a period of time not to exceed 10 days until representation is obtained. Rationale: Delay may affect integrity of investigation, and rule appears to be arbitrary because officers have access to legal counsel in less than 10 days.

H. Sections 730, 731. Amend to change the hearing board to a grievance process similar to one currently in effect for all other county and (and state) employees. This means that grievances would be heard by a citizen police commission, and police officers would have the right to grieve after discipline is imposed. Rationale: Current process results in inordinate delays, and adversely impacts ability to produce witnesses, evidence, etc., as well as the integrity of the process generally.

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Appendix F

"Best Practices" Civilian Police Review Board and Civilian Police Commission

A. Purpose and function of the Civilian Police Review Board ("CPR")

   1. The CPR's purpose shall be to achieve police accountability to all citizens. Accountability shall extend to each member of the Prince George's County Police Department, in each and every rank, position and location.

   2. CPR shall achieve this purpose by citizen review, oversight, and investigation of police misconduct; by making policy recommendations to improve recruitment, supervision, training, and overall operating procedures; and by identifying police officers who would benefit from early intervention counseling.

   3. The CPR shall be responsible for making recommendations to the Chief regarding case findings and disciplinary action. In cases where the Chief rejects those recommendations, the CPR shall also, where it deems it appropriate, forward such cases for disposition to the Civilian Police Commission.

B. Purpose and function of the Civilian Police Commission ("CPC")

   1. The CPC's purpose shall be to achieve police accountability to all citizens. Accountability shall extend to each member of the Prince George's County Police Department, in each and every rank, position and location.

   2. The CPC shall achieve this purpose by having sole jurisdiction not only to preside over administrative hearings convened to make findings regarding police misconduct but also to determine appropriate disciplinary action.

C. Administrative Structure.

   1. CPR Administrative Structure.

      a. CPR shall be created within the executive branch. It shall be governed by a Board of nine persons, appointed by the County Executive and confirmed by the County Council. No current or former County or County municipal employees may serve on the CPR Board. Board members shall serve a three year, renewable term, subject to term limits to be set by the County Executive.

b.   The CPR Board shall nominate an Executive Director for appointment by the County Executive. The CPR Executive Director shall serve at the pleasure of the CPR Board.

c.   The CPR Executive Director shall be responsible for administering all tasks of the CPR, subject to the supervision of the CPR Board. The Executive Director shall hire and supervise staff, including sworn law enforcement officers and an appropriate number of investigators.

2.   CPC Administrative Structure.

a.   CPC shall be created within the executive branch. It shall be governed by five persons appointed by the County Executive and confirmed by the County Council. No current or former County or County municipal police officers or employees of County or County municipal police departments may serve on the CPC. CPC members shall serve a three-year term, subject to term limits to be set by the County Executive.

D.   CPR Jurisdiction, Definitions, and Time Limits

1.   CPR shall have jurisdiction over all complaints of police misconduct regarding use of excessive force; retaliation; inappropriate language or behavior; harassment; discrimination in provision of police services; theft; and failure to provide police protection. CPR shall have jurisdiction over all such complaints received by the Prince George's County Police Department ("PGCPD") and all other County agencies, regardless of classification and whether or not formally styled as complaints. Citizen complaints shall be accepted by letter, telephone or in person. If the complaint is received by telephone, it shall be recorded on a report form and read to the complainant to assure accuracy. PGCPD and other County agencies shall forward complaints to the CPR within 24 hours of receipt. The CPR shall forward copies of any complaints it receives to the PGCPD within 24 hours of receipt.

2.   CPR jurisdiction also shall extend to complaints filed by police officers with IAD which allege misconduct by other police officers.

3.   CPR shall encourage the State's Attorney's Office and court commissioners to process complaints of police misconduct through the CPR.

4. Complaints may be filed by a victim, a victim's representative, or witnesses of alleged police misconduct.

5. The CPR may initiate an investigation of alleged police misconduct in the absence of a complaint.

6. A complaint need not be signed to be accepted by CPR, PGCPD, or any other County agency; or to be initially reviewed by the CPR Director. However, before CPR initiates a formal investigation, the complainant shall sign a written complaint, except in instances when CPR initiates a complaint in its own discretion.

7. Definitions:

   a. Misconduct shall be broadly defined to include allegations of excessive force; retaliation; inappropriate language or behavior; harassment; discrimination in provision of police services; theft; *intentional and malicious failure to take action required under applicable law and regulation.*

   b. Harassment shall be redefined to exclude the requirement of repetitive conduct.

   c. Retaliation shall be defined to include instances of retaliation by police officers against a complainant for having filed a complaint.

   d. Unless changed in these recommendations, the CPR shall use definitions as set forth in the County Code.

8. Time limits:

   a. All complaints shall be required to be filed within one year of an incident, subject to extensions by the CPR Executive Director or CPR Board for good cause.

E. Investigatory authority

1. CPR shall receive prompt and full cooperation and assistance from all County departments, officers, and employees. CPR may request and the Chief shall require the testimony or attendance of any member of the PGCPD. For the purposes of compelling cooperation from a respondent police officer, the CPR shall be deemed to be an agent of the Chief.

2. A respondent police officer shall have the right to be represented by legal counsel or any other representative of his or her choice during any part of the CPR process. In a case, which is under investigation by the CPR, interrogation of a respondent police officer shall be suspended for a reasonable time, not to exceed 72 hours, until representation is obtained.

3. A respondent police officer under investigation shall be informed in writing of the nature of the investigation prior to any interrogation, but shall not be given a copy of the investigative file until after the investigation is complete. Release of the investigative file to the respondent police officer or to his/her representative shall be subject to the execution of a confidentiality agreement not to disclose any of the material contained in the file for any purpose other than to defend the officer. The file released shall not, however, contain confidential sources, non-exculpatory information, or recommendations as to charges, disposition or punishment.

4. CPR shall have subpoena power, including power to subpoena the respondent police officer. Failure to respond to a CPR subpoena shall be punishable as contempt in the Circuit Court.

5. A respondent police officer shall make compelled statements to the CPR only with the prior approval of IAD and the State's Attorney's Office.

6. CPR shall have on-going and unrestricted access to copies of IAD reports and investigator's notes throughout the investigation.

7. CPR shall have authority to direct IAD to investigate or reinvestigate issues or questions in any case under CPR review.

F. CPR Process

1. The Office of the County Executive shall provide citizen complainants with appropriate assistance in filing complaints with the CPR.

2. Except in exigent circumstances, the Chief shall not make any decision with respect to a complaint being processed by IAD until he has received and responded to the CPR's final report and recommendation regarding that complaint.

3. The CPR Executive Director shall review each written complaint, and interview the complainant, as necessary. Within 30 days of receipt of a complaint, the Executive Director shall determine whether:

    a. The complaint appears to be without merit, or is subject to dismissal for jurisdictional, procedural,

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or other valid reasons. The Executive director shall notify the complainant of this recommendation. The CPR Board shall review all cases for which dismissal is recommended at this point in the process. If the CPR Board upholds the recommendation that a case be dismissed on the merits, the case shall be held in abeyance until IAD completes its investigation. If the IAD investigation confirms the complaint has no merit, the Executive Director shall dismiss it, and send a written explanation to the complainant. If IAD initiates an investigation of the complaint, the CPR Executive Director may refer the complaint for mediation or investigation.

b.   The complaint is to be referred to mediation. All recommendations for mediation shall be subject to the prior approval of IAD, and to the agreement of both the complainant and respondent police officer. In addition, before mediation take place, the general purpose and parameters of mediation shall be explained in writing and agreed to by both the complainant and respondent police officer. Cases that are successfully mediated shall not be considered disciplinary proceedings in a police officer's record, but shall be recorded for purposes of possible intervention through the Early Identification System. If mediation is unsuccessful, the Executive Director may refer the complaint for investigation.

c.   The complaint is to be investigated. Interviews conducted as part of the investigation may be videotaped as determined by the CPR Executive Director or CPR Board.

d.   The complaint is to be referred to the State's Attorney for review for possible criminal prosecution. In order to avoid jeopardizing any possible criminal prosecution, CPR shall continue to investigate only as permitted by the State's Attorney.

4.   CPR shall conduct an independent investigation concurrent with the IAD investigation. IAD shall provide CPR with copies of interim reports, notes-in-progress, medical reports, etc., as well as the final report. CPR shall share similar investigatory documents and the final report with IAD.

5. The CPR Executive Director shall inform the complainant and the respondent officer of the status of the investigation as it proceeds.

6. The CPR Board normally would meet to review the completed CPR investigation after IAD has concluded its investigation. However, after 120 days from the date the complaint was filed, if the CPR internal investigation has been completed, but the IAD investigation has not, the CPR Board may, in its discretion, review the internal CPR report for disposition.

7. The CPR Board shall meet on a regular basis, but not less than monthly, to review cases and render decisions. A minimum of five of the nine Board members must be present to consider a case for disposition. All CPR Board decisions shall require a majority vote of Board members present.

8. The CPR Board shall have access to the complete CPR and IAD final reports and investigative files. The Board may question CPR and IAD investigators.

9. Cases normally shall be decided on the basis of the investigative reports. In its discretion, however, the CPR Board may convene an evidentiary hearing to take witness testimony.

10. The CPR Board may defer disposition to remand a complaint back to CPR and/or to IAD for further investigation and additional report(s).

11. The CPR Board shall make one or more of the following types of findings for each allegation in a complaint:

    a. Sustained: A preponderance of the evidence proves that the alleged conduct occurred and that the conduct violated Department policy or procedure.

    b. Not sustained: The evidence fails to prove or disprove that the alleged act(s) occurred.

    c. Proper conduct: The evidence proves that the alleged act(s) occurred; however, the act(s) were justified, lawful, and proper.

    d. Policy failure: The evidence proves that the alleged act occurred but was justified by Department policy or procedures; however, the CPR recommends that the policy or procedure be changed.

e.   Supervision failure: The evidence proves that the alleged acts occurred and were the result of inadequate supervision.

f.   Training failure: The evidence proves that the alleged act resulted from inadequate or inappropriate training.

g.   Unfounded: The evidence proves that the acts alleged did not occur or that the accused officer was not involved.

12.   If the CPR Board does not either make a finding of sustained or make a recommendation for disciplinary action, it shall provide the complainant and the respondent police officer with a summary of the investigative process undertaken, including the number of witnesses interviewed and the investigative methods employed. The summary shall also include an explanation of the primary reasons for the CPR's findings. The complainant shall have 30 days to make a written request for reconsideration by the Board. While not compelled to come to a hearing, a complainant shall have the right to testify before the CPR Board if he/she feels the Executive Director has not fully or fairly presented the case.

13.   If the CPR Board makes a finding to sustain the complaint, it shall communicate the decision, rationale, and any recommended discipline in writing to the Chief, the complainant, and the respondent police officer.

14.   If the Chief rejects the CPR Board's recommendations as to either findings or discipline he shall provide a reasoned explanation in writing within 30 days, and request the CPR Board to reconsider. Upon receipt of that explanation, the CPR Board may instruct CPR and/or IAD to investigate further based on issues raised by the Chief.

15.   If, after having considered the Chief's explanation, the CPR Board confirms its initial recommendations, but the Chief rejects the Board's recommendations, the CPR Board may, in its discretion, forward the case to the Civilian Police Commission ("CPC") for a hearing.

16.   If the CPR Board does not forward the case to the CPC, the CPR Board shall communicate its final recommendations and the Chief's final written response to the complainant and respondent police officer. If the Chief has imposed discipline, the CPR shall communicate that information to the complainant, subject to appropriate amendment of Maryland law and Prince George's County Code.

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17. The complainant and the respondent police officer shall have the option of meeting with the CPR Executive Director to discuss the CPR's final disposition of the case, and to address any concerns about CPR's handling of the complaint.

18. Subject to redaction to protect the privacy interests of the parties, the CPR Board shall publish and disseminate its decision and findings in each case in a timely manner.

G. Civilian Police Commission Jurisdiction and Process

1. CPC shall convene administrative hearing where a police officer has been determined by the Chief and/or the CPR to be subject to disciplinary action for police misconduct following an IAD or CPR investigation, except if the officer has been charged and convicted of a felony, or in the case of an emergency suspension, or if the respondent police officer and the CPR waive the hearing.

   a. Emergency suspension: may be imposed with or without pay by the Chief when it appears that the action is in the best interest of the public and the law enforcement agency. In the case of emergency suspension, the police officer shall have a right to a hearing before the CPC but only on the issue of the propriety of the suspension, and if relevant, non-pay status.

2. The CPC shall be required to hold a hearing in any case where the Chief rejects the CPR's recommendations regarding case findings and/or disciplinary action, subject to the exclusions listed in G. 1. above.

3. CPC shall conduct the hearing using a procedure modeled on the Administrative Procedure Act, Md. Code Ann., State Gov't Article, Title 10, Subtitle2.

4. At the conclusion of the hearing, the CPC shall make written findings of fact and shall determine discipline.

5. A finding of not guilty terminates the action.

6. All findings of guilt and related disciplinary action shall constitute a final action. A final action shall be subject to appeal to the circuit court for Prince George's County pursuant to Maryland Rule 7-202. Any party aggrieved by a decision of the circuit court may appeal to the Court of Special Appeals.

H. Early Identification System

1. The CPR Board shall keep records of complaints filed. When the CPR Board identifies a police officer who has been the subject of more than one complaint, it shall contact the Chief. The Chief

shall confidentially communicate to the CPR Board intervention taken regarding that police officer.

2. The PGCPD shall keep records of all complaints filed.

2. Records of complaints filed shall not be subject to expungement from a police officer's file.

I. Accountability and Public Awareness

1. The CPR Board shall publish an annual report. The annual report shall contain:

    a. Summary reports of case findings. To ensure public confidence that case findings actually reflect what is contained in the files, an independent audit comparing case files to summary reports shall be conducted annually.

    b. A statistical analysis of cases by type and disposition, including discipline imposed.

    c. Recommendations for policy changes, recruitment, supervision, operational procedures, and training.

    d. Any other information CPR deems appropriate.

2. The CPR Board shall engage in an active, on-going public information program to inform citizens about the CPR complaint process.

Appendix F-2

Specific Function, Jurisdiction, and Operations of Civilian Police Review Board
CPR Administrative Structure.

- ➤ CPR shall be created within the executive branch. It shall be governed by a Board of nine persons, appointed by the County Executive and confirmed by the County Council. No current or former County or County municipal police officers or employees of County or County municipal police departments may serve on the CPR Board. Board members shall serve a three-year, renewable term, subject to term limits to be set by the County Executive.

- ➤ The CPR Board shall nominate an Executive Director for appointment by the County Executive. The CPR Executive Director shall serve at the pleasure of the CPR Board.

Functions

- ➤ The CPR Executive Director shall be responsible for administering all tasks of the CPR, subject to the supervision of the CPR Board. The Executive Director shall hire and supervise staff, including sworn law enforcement officers and an appropriate number of investigators.

- ➤ The CPR Board shall publish an annual report. The annual report shall contain:

    - summary reports of case findings. To ensure public confidence that case findings actually reflect what is contained in the files, an independent audit comparing case files to summary reports shall be conducted annually.
    - statistical analysis of cases by type and disposition, including discipline imposed.
    - recommendations for policy changes, recruitment, supervision, operational procedures, and training.
    - any other information CPR deems appropriate.

    - ➤ The CPR Board shall engage in an active, on-going public information program to inform citizens about the CPR complaint process.

Jurisdiction, Definitions, and Time Limits

Jurisdiction

➢ CPR shall have jurisdiction over all complaints of police misconduct regarding use of excessive force; retaliation; inappropriate language or behavior; harassment; discrimination in provision of police services; theft; and failure to provide police protection. CPR shall have jurisdiction over all such complaints received by the Prince George's County Police Department ("PGCPD") and all other County agencies, regardless of classification and whether or not formally styled as complaints. Citizen complaints shall be accepted by letter, telephone or in person. If the complaint is received by telephone, it shall be recorded on a report form and read to the complainant to assure accuracy. PGCPD and other County agencies shall forward complaints to the CPR within 24 hours of receipt. The CPR shall forward copies of any complaints it receives to the PGCPD within 24 hours of receipt.

➢ CPR jurisdiction also shall extend to complaints filed by police officers with IAD that allege misconduct by other police officers.

➢ CPR shall encourage the State's Attorney's Office and court commissioners to process complaints of police misconduct through the CPR.

➢ A complaint need not be signed to be accepted by CPR, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT, or any other County agency; or to be initially reviewed by the CPR Director. However, before CPR initiates a formal investigation, the complainant shall sign a written complaint.

➢ Pending amendment of the LEOBR, Complaints alleging brutality shall not be investigated unless the complaint is duly sworn to by the aggrieved person, a member of the aggrieved person's immediate family, any person with firsthand knowledge, or the parent or guardian in the case of a minor child.

Definitions:

Misconduct shall be broadly defined to include allegations of excessive force; retaliation; inappropriate language or behavior; harassment; discrimination in provision of police services; theft; intentional and malicious failure to take action required under applicable law and regulation.

Harassment shall be redefined to exclude the requirement of repetitive conduct.

Retaliation shall be defined to include instances of retaliation by police officers against a complainant for having filed a complaint.

Unless changed in these recommendations, the CPR shall use definitions as set forth in the County Code.

Time limits:

> ➢ Complaints, except those of excessive or unnecessary force, shall be required to be filed within one year of an incident, subject to extensions by the CPR Executive Director or CPR Board for good cause.

> ➢ LEOBR requires that complaints alleging excessive or unnecessary force be filed within 90 days of an incident. The Task Force opposes this unjustifiably short time limit and recommends that all complaints fall be subject to the limits set forth above. Pending amendment of LEOBR, however, complaints of excessive or unnecessary force shall be required to be filed within 90 days.

Investigative authority

> ➢ As required by LEOBR, a sworn law enforcement officer (or officers) shall be assigned to the CPR to permit interrogation of a respondent police officer.

> ➢ CPR shall receive prompt and full cooperation and assistance from all County departments, officers, and employees. CPR may request and the Chief shall require the testimony or attendance of any member of the PGCPD. For the purposes of compelling cooperation from a respondent police officer, the CPR shall be deemed to be an agent of the Chief.

> ➢ CPR shall have subpoena power, including power to subpoena the respondent police officer. Failure to respond to a CPR subpoena shall be punishable as contempt in the Circuit Court.

> ➢ Subject to the approval of IAD and the State's Attorney's Office, LEOBR's duress statement rules shall apply to a respondent police officer's compelled statements to the CPR.

> ➢ CPR shall have on-going and unrestricted access to copies of IAD reports and investigator's notes throughout the investigation.

> ➢ CPR shall have authority to direct IAD to investigate or reinvestigate issues or questions in any case under CPR review.

Process

➢ The Office of the County Executive shall provide citizen complainants with appropriate assistance in filing complaints with the CPR.

➢ Except in exigent circumstances, the Chief shall not make any decision with respect to a complaint being processed by IAD until he has received and responded to the CPR's final report and recommendation regarding that complaint.

➢ The CPR Executive Director shall review each written complaint and interview the complainant, as necessary. Within 30 days of receipt of a complaint, the Executive Director shall determine whether:

▪ the complaint appears to be without merit, or is subject to dismissal for jurisdictional, procedural, or other valid reasons. The Executive director shall notify the complainant of this recommendation. The CPR Board shall review all cases for which dismissal is recommended at this point in the process. If the CPR Board upholds the recommendation that a case be dismissed on the merits, the case shall be held in abeyance until IAD completes its investigation. If the IAD investigation confirms the complaint has no merit, the Executive Director shall dismiss it, and send a written explanation to the complainant. If IAD initiates an investigation of the complaint, the CPR Executive Director may refer the complaint for mediation or investigation.

▪ the complaint is to be referred to mediation. All recommendations for mediation shall be subject to the prior approval of IAD, and to the agreement of both the complainant and respondent police officer. In addition, before mediation take place, the general purpose and parameters of mediation shall be explained in writing and agreed to by both the complainant and respondent police officer. Cases that are successfully mediated shall not be considered disciplinary proceedings in a police officer's record, but shall be recorded for purposes of possible intervention through the Early Identification System. If mediation is

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unsuccessful, the Executive Director may refer the complaint for investigation.

- the complaint is to be investigated. Interviews conducted as part of the investigation may be videotaped as determined by the CPR Executive Director or CPR Board.

- the complaint is to be referred to the State's Attorney for review for possible criminal prosecution. In order to avoid jeopardizing any possible criminal prosecution, CPR shall continue to investigate only as permitted by the State's Attorney.

➢ CPR shall conduct an independent investigation concurrent with the IAD investigation. IAD shall provide CPR with copies of interim reports, notes-in-progress, medical reports, etc., as well as the final report. CPR shall share similar investigative documents and the final report with IAD.

➢ The CPR Executive Director shall inform the complainant and the respondent officer of the status of the investigation as it proceeds.

➢ The CPR Board normally would meet to review the completed CPR investigation after IAD has concluded its investigation. However, after 120 days from the date the complaint was filed, if the CPR internal investigation has been completed, but the IAD investigation has not, the CPR Board may, in its discretion, review the internal CPR report for disposition.

➢ The CPR Board shall meet on a regular basis, but not less than monthly to review cases and render decisions. A minimum of five of the nine Board members must be present to consider a case for disposition. All CPR Board decisions shall require a majority vote of Board members present.

➢ The CPR Board shall have access to the complete CPR and IAD final reports and investigative files. The Board may question CPR and IAD investigators.

➢ Cases normally shall be decided on the basis of the investigative reports. In its discretion, however, the CPR Board may convene an evidentiary hearing to take witness testimony.

➢ The CPR Board may defer disposition to remand a complaint back to CPR and/or to IAD for further investigation and additional report(s).

➢ The CPR Board shall make one or more of the following types of findings for each allegation in a complaint:

- **Sustained:** A preponderance of the evidence proves that the alleged conduct occurred and that the conduct violated Department policy or procedure.

- **Not sustained:** The evidence fails to prove or disprove that the alleged act(s) occurred.

- **Proper conduct:** The evidence proves that the alleged act(s) occurred; however, the act(s) were justified, lawful, and proper.

- **Policy failure:** The evidence proves that the alleged act occurred but was justified by Department policy or procedures; however, the CPR recommends that the policy or procedure be changed.

- **Supervision failure:** The evidence proves that the alleged acts occurred and were the result of inadequate supervision.

- **Training failure:** The evidence proves that the alleged act resulted from inadequate or inappropriate training.

- **Unfounded:** The evidence proves that the acts alleged did not occur or that the accused officer was not involved.

➢ If the CPR Board does not either make a finding of sustained or make a recommendation for disciplinary action, it shall provide the complainant and the respondent police officer with a summary of the investigative process undertaken, including the number of witnesses interviewed and the investigative methods employed. The summary shall also include an explanation of the primary reasons for the CPR's findings. The complainant shall have 30 days to make a written request for reconsideration by the Board. While not compelled to come to a hearing, a complainant shall have the right to testify before the CPR Board if he/she feels the Executive Director has not fully or fairly presented the case.

> If the CPR Board makes a finding to sustain the complaint, it shall communicate the decision, rationale, and any recommended discipline in writing to the Chief, the complainant, and the respondent police officer.

> If the Chief rejects the CPR Board's recommendations, he shall provide a reasoned explanation in writing within 30 days, and request the CPR Board to reconsider. Upon receipt of that explanation, the CPR Board may instruct CPR and/or IAD to investigate further based on issues raised by the Chief. If the CPR Board confirms its recommendations, consistent with LEOBR the Chief may still reject those recommendations. In that event, the Chief shall provide the CPR Board with a reasoned, written explanation that considers any new information provided by the CPR Board in response to the initial rejection.

> The CPR Board shall communicate its final recommendations and the Chief's final written response to the complainant and respondent police officer. If the Chief has imposed discipline, the CPR shall communicate that information to the complainant, subject to appropriate amendment of Maryland law and Prince George's County Code.

> The complainant and the respondent police officer shall have the option of meeting with the CPR Executive Director to discuss the CPR's final disposition of the case, and to address any concerns about CPR's handling of the complaint.

> Subject to redaction to protect the privacy interests of the parties, the CPR Board shall publish and disseminate its decision and findings for each case in a timely manner.

Appendix G

Primary Services of the Psychological Services Division

- To provide 24-hour emergency coverage to the Police Department;

- To provide Short-term crisis response and intervention;

- To conduct Critical Incident Debriefings;

- To provide administrative referrals;

- To provide situational counseling for officers who sustain excessive force complaints;

- To provide pre- and post-test counseling for officers who sustain exposure to communicable diseases;

- To provide employee assistance services to all Police Department personnel, active and retired, and to family members (services generally limited to four to six visits);

- To develop and implement training programs

  o Stress management
  o Post shooting reactions
  o Crisis intervention skills
  o Abnormal psychology
  o Hostage negotiation skills
  o Crisis communication
  o Alcohol education
  o Coaching and counseling employees
  o Supervisory training;

- To design and implement research projects for the Department; and

- To provide management consultation.

Appendix H

Applicant Investigation Group: Selection Process
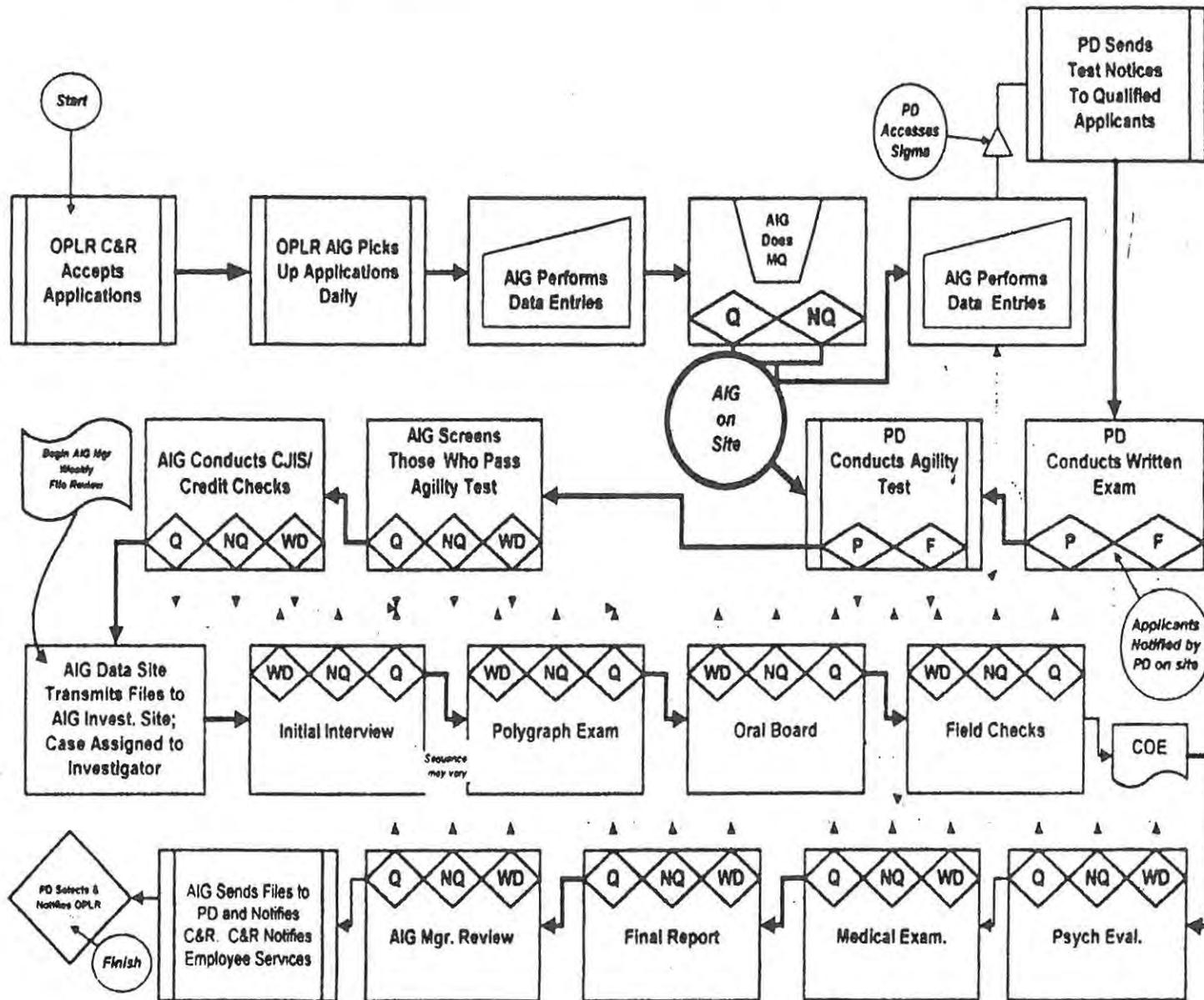
Office of Personnel and Labor Relations Applicant Investigation Group: PD Uniformed Applicant Investigation Process
c:\windows\visio\process\police process.vsd
Q: Qualified   NQ: Not Qualified   P: Pass   F: Fail   WD: Withdrew   COE: Conditional Offer of Employment

Appendix I

Selecting a Psychologist

The individual provider of psychological services should:

- Be licensed by the profession and if applicable, the state and meet the minimum qualifications for a professional psychologist.

- Be thoroughly trained in psychological assessment and test interpretation.

- Be knowledgeable about police psychological screening research.

- Have working knowledge of the Uniform Guidelines on Employee Selection Procedures, EEOC, ADA and other employment issues regarding psychological and mental disabilities.

- Be thoroughly knowledgeable about APA and Division 18 Guidelines covering psychological testing.

- Be familiar with the law enforcement officer's job in the particular agency s/he is working with (e.g., have gone on ride-alongs, etc.)

- Understand job related criteria and how they are related to psychological assessment.

- Be willing to testify in court to validity of psychological screening process.

- Be able to interact with all agency individuals.

- Conduct frequent debriefing sessions with administrators and psychologists.

- Conduct in-house staff education programs with staff members to point out the limits of psychological screening.

- Oversee staff conduct to ensure conformity to APA Standards.

Professional's reports should include:

- Clear hiring recommendations.

- Narrative confined to job-related factors, avoid using clinical diagnostic labels.

- Written documentation of findings to support verbal reports.

- Any reservations regarding validity or reliability of test results.

- Clear disclaimers regarding the limits of the validity of test results after a specified time.

Evaluation of screening procedure:

- Is only one component of the overall selection process.

- Based on thorough analysis of officer's job, documenting the job-related psychological demands.

- Contain relevant life history information.

- Applicant should receive full explanation of nature and purpose of assessment technique, or the provider will obtain a waiver in advance.

- Procedure should include multiple tests and evaluations so that the different measures can verify each other.

- Involves the use of tests with research validation evidence supporting use in screening police applicants.

- Avoid using cut-off scores unless cross-validated in the agency where they will be used.

- Selection practices should be documented with written reports on testing and research.

- Include administration of interviews along with written screening.

- If face-to-face interview is not given because of time restraints, obtain background information to verify written test results and provide other relevant information about the applicant.

- Uses well-defined behavioral measures in psychological testing and performance evaluations.

Source: Padgett (1988)

Appendix J

DAY I

0830-0900 Overview   Cpl. Diane Salen

       Introduction and Review of Schedule

       Role of Field Training Officer in the Training Continuum

0900-1230 Evaluation Process   Cpl. Diane Salen

       Daily Evaluation Forms

       Supervisor's monthly evaluation forms

       Evaluation Criteria, review of the criteria for each rating category

       What is needed to be released from the Field Training Program

1230-1330 Lunch

1330-1630 Role Plays/Evaluations   Cpl. Diane Salen

       Watch Video "Day 1 FTO Training tape scenarios"
       Review accompanying reports, complete daily evaluation forms

       Role-Play: giving feedback to the Probationary Officer
       Effective communication skills

DAY II

0800-1200 Ethics   Maj. Tom Connolly

       Ethics in Law Enforcement and how it applies to FTO/probationary officer

1200-1300   Lunch

1300-1600 Managing People   Maj. Nick Valtos

       Based on the book "One Minute Manager"
       Effective communication skills for the Field Training Officer
       Time management skills for the Field Training Officer

DAY III

0830-1630 Defensive Tactics/Officer Survival Update

Cpl. William Buie
Cpl. Dave Adams
Cpl. Mike Sims
Training Staff

Defensive Tactics:
Field Training Officers will participate in an update on Defensive Tactics, to include Personal weapons, ASP Baton, OC Spray, Handcuffing and Searching techniques.

Officer Survival Update:
Field Training Officers will participate in survival role play scenarios where an Instructor will act as the probationary officer, requiring the Field Training Officer to utilize both survival skills and the communication skills that have been taught earlier. This would include the use of simmunitions training.

DAY IV

0830-1230 Use of Force/Judgmental Shooting

Mr. Charles Mills
Cpl. Greg Sweitzer

Field Training Officers will receive classroom instruction on the use of force Continuum updates on changes in policy/procedures and new equipment. Field Training Officers will participate in judgmental shooting scenarios.

1230-1330 Lunch

1330-1430 Video role-plays

Cpl. Diane Salen

Field Training Officers will watch Day II FTO Training tape scenarios
Field Training Officers will complete daily evaluation forms and review sample reports completed by the "Probationary Officer" viewed in the tape.

Field Training Officers will participate in role-plays scenarios giving effective Feedback utilizing the communication skills taught earlier.

1430-1530 Importance of Written Documentation

Cpl. Diane Salen

Field Training Officers will be given samples of well written and through documentation for the Probationary Officer.

Field Training Officers will be given information on the courses of actions to be taken for the recruit that may need remedial instruction.

Negligent Training, Negligent Supervision and Negligent Retention issues will be Discussed.

1530-1630 Test/Critique

Appendix K

Performance Standards by Rank

Rank	Performance Standards according to Position Description
P.O.	
	Aggressively patrols assigned area to initiate enforcement of observed violations and takes appropriate action to resolve conflict as appropriate.
	Takes appropriate steps in conducting arrests, using knowledge of and skill in resolving conflict and maintaining order in accordance with established Department Rules and Procedures, State and County laws.
	Ensures security of closed commercial establishments by applying appropriate guidelines and procedures to particular assignments. Take necessary steps to record information in a concise and factual manner.
	Demonstrates tact in conducting investigations of law violations. Handles victims and witnesses in a manner that is consistent with a high degree of proficiency and professionalism.
	Applies appropriate procedures in protecting areas to be scrutinized and collects all physical evidence.
	Chronicles evidence and investigation in the prescribed manner on the appropriate form, as to be legible, accurate, factual, clear, concise and acceptable in a court of law.
	Demonstrates knowledge of and skill in following accepted techniques in the identification, apprehension, and prosecution of those violating applicable laws and/or ordinances.
PFC.	
	Ensures that all required investigations are conducted in a timely manner consistent with established Departmental policy and applicable law.
	Apprises ranking members and section supervisor of the facts of the case as developed in a timely manner.
	Responds to crime scenes in a timely manner and takes appropriate steps to ensure compliance with Departmental policy and applicable law.
	Exhibits a courteous, businesslike demeanor when dealing with the public.
	Exhibits sound judgment in all situations.
	All charging documents/arrest records are completed in a timely and efficient manner.
	Develops and maintains harmonious relations with units of this Department and other jurisdictions.
	Willingly and cooperatively assists other precincts & sections in conducting investigations when requested.
	Assists other jurisdictions with investigations of cases, the course of which causes them to work within this jurisdiction to afford timely case processing.
	Performs other investigations or assignments as assigned by supervisor or required by Department.
	Conducts stakeouts in a timely manner.
	Provide lectures for civilian organizations in auto theft prevention in a manner consistent with high quality professionalism.
	Maintains suspect files in an accurate and retrievable manner.
Cpl.	
	Aggressively patrols assigned area to initiate enforcement of observed violations and takes appropriate action to resolve conflict as applicable.
	Takes appropriate steps in conducting arrests, using knowledge of and skill in resolving conflict and maintaining order in accordance with established State and County laws.
	Demonstrates tact in conducting investigations of law violations. Handles victims and witnesses in a manner that is consistent with a high degree of proficiency and professionalism.
	Applies appropriate procedures to protecting areas to be scrutinized and collects all physical evidence.
	Chronicles evidence and investigation in the prescribed manner on the appropriate forms, so as to be legible, accurate, factual, clear, concise, and acceptable in a court of law.

		Performance Standards according to Position Description
Sgt.		
		Demonstrates skill in motivating subordinates to perform as well as the ability to give orders and to support mission objective, direction and assistance.
		Demonstrates the ability to patrol the sector responding to all major incidents assuming command of such incidents until relieved.
		Ensures that patrols are performed in a highly visible manner as to discourage violations of law. Demonstrates knowledge of problem areas and criminal activity by directing aggressive patrol by subordinates to reduce and/or deter criminal activity.
		Ensures that patrols are performed in a highly visible manner as to discourage violations of laws. Demonstrates a knowledge of problem areas and criminal activity by directing aggressive patrol by subordinates to reduce and/or deter criminal activity, and to document appropriately crime, observations, and arrests.
		Directs patrol assignments and ensures maximum coverage and efficiency.
		Ensures a consistent high quality of service to the public by ensuring productivity and completion of reports.
		Demonstrates skill in conducting roll call; holding inspection and instructing subordinates by ensuring that all regulations are compiled with and takes appropriate corrective action or training as indicated.
		Draft policies, procedures, and other correspondence are reviewed and recommendations made to the District Commander which affect the District [note: wording on this standard is grammatically incorrect]
		Assists the District Commander in ensuring subordinates command supervisory personnel are adequately trained and are accomplished in the skills needed to perform.
		Maintains a problem solving process that allows for discussion among superiors and subordinates relating to recommendations on commendations and discipline.

APPENDIX L

Prince George's County Police General Orders
Use of Force (6-99), Weapons Use of Force and Roll Call

* Display a commitment to law enforcement with courtesy, without fear or favor, malice or ill will, without using unnecessary force and without accepting gratuities.

1/102 LOYALTY   (6/94)

Employees will exercise reasonable discretion in the performance of their duties. Recognizing decisions will frequently be extremely difficult and made in emergencies, employees are legally, professionally and personally bound to exercise those judgements within the confines of their loyalty to their oath of service and their obligation to the law, regardless of personal hardship or discomfort.

1/103 UNBECOMING CONDUCT   (6/99)

As the most visible representative of government, employees must display unblemished professional conduct. To that end, employees are duty bound to avoid excessive, unwarranted, or unjustified behavior that would reflect poorly on themselves, the Department, or the County government, regardless of duty status.

1/104 USE OF FORCE (6/99)

The role of the police to control situations within their responsibility may be achieved through advice, warning, persuasion, or by physical force. Recognizing that reasonable physical force may be necessary in situations that cannot be otherwise controlled, reasonable force may be used when other reasonable alternatives have been exhausted or would clearly be ineffective under the particular circumstances. Officers shall only use physical force where justifiable to achieve a lawful purpose. When force is used, it shall be limited to the minimum required to achieve a lawful objective.

Officers shall not forcefully strike a person except to defend themselves or others. Officers are permitted to use whatever force is necessary to protect themselves or others from imminent bodily harm.

Officers may use force to move, lead, or direct a person to preserve order or enforce a law, repel an attack, or terminate resistance.

In no instance may the use of force be more than that necessary to achieve a lawful purpose. Officers shall not use force that is excessive, aggressive, or unnecessary.

Force Definitions

Excessive Force - Intentional, malicious, or unjustified use of force resulting in injury or potential for injury. (See 3/803.15 **DISCIPLINARY ACTION RECOMMENDATIONS GUIDE; Category IV)**

Aggressive Force - Force unreasonable in scope, duration, or severity under circumstances (e.g., continued use of force when resistance has ceased). (See 3/803.15 DISCIPLINARY ACTION RECOMMENDATIONS GUIDE; Category III)

3/900 WEAPONS REGULATIONS

→ 3/901 USE OF FORCE

→ 3/901.05 DEFINITIONS
(8/97)

Reasonable Belief
Facts or circumstances the officer knows or should know that cause a reasonable and prudent police officer to act or think in a similar way under similar circumstances.

Serious Physical Injury
Bodily injury that creates a substantial risk of death; causes serious permanent disfigurement, or results in long-term loss or impairment of the functioning of any bodily member or organ.

→ 3/901.10 GENERAL (11/1/95)

Officers shall only use physical force where justifiable to achieve a lawful purpose. When force is used, it shall be limited to the minimum required to achieve a lawful objective.
(1.3.1)

Officers shall not forcefully strike any person except to defend themselves or others.

Officers may use force to:

* Move, lead or direct a person to preserve order or enforce a law

* Repel an attack

* Terminate resistance

→ 3/901.15 DEADLY FORCE
(11/1/95)
Any firearms discharge is deadly force. Firearms shall not be discharged when less force will suffice. Officers may only use deadly force when they have a reasonable belief the suspect poses an immediate threat of death or serious

physical injury to the officer and/or another person. **(1.3.2)**

A decision to use deadly force can only be justified by facts known to the officer when the decision to use deadly force is made.

Facts unknown to the officer, no matter how compelling, cannot be considered in subsequent investigations, reviews or hearings. **(1.3.2)**

Officers shall comply with the provisions of the U.S. Supreme Court decisions: *Garner v. Tennessee* and *Graham v. Connor.* **(1.3.3)**

3/901.20 MEDICAL AID
(11/1/95)
When an officer uses force, he shall seek/provide appropriate medical treatment or first aid. Officers shall document the treatment on a Commanders Information Report (**P.G.C. Form #1545**). **(1.3.5)**

→ 3/902 USE OF FIREARMS

→ 3/902.05 GENERAL (11/1/95)

Officers are responsible for the continuous safe handling, cleanliness and security of all assigned and authorized firearms. They shall exercise the utmost care and caution when handling their firearms. Except as noted in this section, firearms may only be discharged:

* In defense of oneself or others when no apparent alternative exists for protection from what appears to be a significant and immediate threat of death or serious physical injury.

* To apprehend a fleeing person when no reasonable alternative for apprehension exists and the officer has

probable cause to believe the person:

○ Has committed a crime involving the infliction or threatened infliction of serious physical injury

○ Poses an immediate and significant threat of serious physical injury to the officer or to others

* To fire from or at moving vehicles when:

○ Occupants of the other vehicle are threatening or using deadly force by a means other than the vehicle and the safety of innocent persons would not be unduly jeopardized by the officer's action, or

○ The other vehicle is operated in a manner to strike an officer or citizen

A verbal warning before use of deadly force shall be given whenever possible.

Firearms may also be discharged:

* At a firing range for target shooting

○ When such activity results in human injury or any unusual incident, the officer shall immediately notify the Communications Division

* To kill seriously injured animals or those posing a threat to human safety

3/902.10 PROHIBITED USES OF FIREARMS (11/1/95)

Use of firearms is prohibited:

* Outside the County solely for the purpose of apprehension

* To discharge warning shots
(1.3.3)

If the officer satisfactorily completes the retest, the testing facility will notify the Director, PPD. The officer will not be required to take the test again until his next scheduled Career Physical.

If the officer fails to complete the retest satisfactorily, the testing facility will notify the Director, PPD of the results and the reason for the failure.

Failure to pass the retest causes the matter to be referred to the Chief, and subsequently to the MAB, for appropriate action.

3/213 FITNESS INDICATOR TEST (FIT)

3/213.05 GENERAL   (6/97)

Officers may undergo an annual Fitness Indicator Test (FIT).

The Career Development Division conducts the FIT in accordance with provisions of the FOP contract and division SOP.   (22.3.3)

Officers Hired After January 1, 1990

These officers must successfully complete the FIT to be eligible for anniversary merit pay increases and/or promotions.

3/214 SALUTES

3/214.05 GENERAL   (12/90)

Uniformed officers will salute commissioned officers who will return the salute. Indoors, only the Chief of Police or Chairman of a formal board, e.g., promotion board, will be saluted.

The saluting method and posture will be accomplished in the accepted military fashion as demonstrated in the training academy.

3/214.10 SPECIFIC SALUTING CIRCUMSTANCES   (12/90)

When many officers are informally assembled, an officer will salute only if individually addressed.

When assembled in ranks, officers will salute only when ordered to do so by the OIC.

When reporting to a formal board, the officer will face and salute the highest ranking board member, who shall return the salute. If the officer is wearing a hat, he will remove it before sitting.

When the national anthem is being played or sung, uniformed officers will face the flag and salute. If no flag is displayed, the officer will face the music. Civilian attired officers will stand at attention.

3/215 ROLL CALL ⟵

3/215.05 GENERAL   (7/98)

Roll calls are conducted for any grouping of officers working a patrol assignment or plainclothes assignment in the community.

For the Bureau of Patrol, roll call is the starting point of the watch. Roll calls are generally conducted for each watch. The roll call officer shall:

* Enusre officers are logged into the CAD prior to beginning the watch

* Notify officers of work assignments

* Distribute relevant information, e.g.,

  o Wanted persons and vehicles
  o Revisions to previous information
  o Information regarding other law enforcement operations in the sector, e.g., task forces

* Conduct, at minimum, a formal, monthly inspection of uniforms and vehicles to ensure compliance with regulations

* Provide continued training through:

  o Review of general orders
  o Critique of specific police incidents

* Provide other county, state and federal representatives with the opportunity to speak

* Conduct annual computer check for driver's license validity of squad members

OICs may forego normal roll calls for operational necessity.

When roll calls are not conducted, OICs shall provide timely roll call information to officers in the field.

3/216 PATROL BEAT ASSIGNMENT

3/216.05 GENERAL   (3/91)

All parts of a sector will be assigned for patrol by at least one officer.

Beat boundaries shall be used as guides in beat assignments, with one officer normally assigned to each beat.

APPENDIX M

The 1990 Blue Ribbon Commission was tasked with examining six specific areas of operation in the Prince George's County Police Department:

- **Personnel recruitment and selection practices**
- **Training processes for recruit and in-service personnel**
- **Internal investigations and discipline, and use of force policies**
- **Internal policy development systems**
- **Police community relations activities**
- **Use of technology by the Police Department**

The Commission, with the assistance of the Police Foundation, completed its task and submitted a final report in February 1990. The report listed eight critical problem areas:

1. **Management and leadership**
2. **Resources**
3. **Police community relations**
4. **Recordkeeping procedures and capacities**
5. **Racial composition and distribution**
6. **Training for police personnel, including civilians**
7. **Existing statutory requirements which interfere with appropriate management of the Department**
8. **Poor morale among Departmental personnel**

The Commission provided fifty (50) recommendations as steps that the Police Department should take to correct the corresponding problems. The Commission also required an annual report.

The following is a general overview of the actions that have not taken place and/or suggestions for addressing some of the recommendations:

#1   The organization of the Department should be periodically reviewed to assure that it effectively and efficiently meets the needs of the community and goals and objectives of the agency. A major review of the organizational structure, including the redistricting of beats and allocation of personnel, has not occurred.

#2   A career tracking and upward mobility plan needs to be developed for civilian personnel. A review of the pay and benefits for civilians also needs to be compared to the money lost when trained and experienced employees leave because of lack of advancement possibilities and pay. Civilians also need to be incorporated into the organizational chart to assist with eliminating the division between sworn and civilian personnel.

#3 & #4

Having minority representation is not as important as holding those in the upper ranks of the Department accountable for their actions. The selection of command level placements needs to be reviewed. Standards should be set in a similar fashion as those proposed for specialty units.

The Strategic Management Program was allowed to lapse for many years, and its importance has not been explained to all employees. All new or ongoing programs need to be submitted to the Planning and Research Division with periodic reviews on their effectiveness.

#5 & #8

Training in the area of interpersonal skills has been stressed at the recruit level and those ranks below lieutenant. However, in order for the culture to change, continual training in interpersonal skills must be stressed by those developing policy and making command decisions.

To eliminate the "go for bad" attitude the Department needs to address the accountability of all employees. All employees must be held to the same ethical and disciplinary standards. The training that is occurring at the rank-and-file level is being counteracted by those with years of experience or a certain mindset that have not been required and trained to change their attitudes and way of policing. This leads to the deterioration of the training aimed at the rank-and-file.

#6 It is suggested that one of the colleges in the county or the University of Maryland be used to study personnel allocation and calls for service. At little or no cost, they could develop a shift plan unique to the county. It could be based on our particular calls for service, available personnel and economic development.

#9 Training in the area of interpersonal skills is good; however, there also needs to be an increase in the number of sergeants so they can effectively supervise, monitor and train employees. The ratio should be 1 to 7 or 8, not the 1 to 10-15 the Department now employs.

#10 Instruction in vicarious liability needs to be stressed and appropriate action taken to correct improper or illegal actions at whatever level they occur. Any failure to immediately investigate a complaint and take corrective measures undermines the faith of the rank-and-file in the Department's commitment to equitable treatment. The Department needs to ensure that any member of the command staff who fails to take seriously all allegations or who participates in illegal treatment is held to the same standards of discipline as first line supervisors.

#11, 12, 13, 16, 17, & 20

The complaint management system (especially internal complaint system) is inadequate.

Notary services have been allowed to lapse.

The Office of Professional Responsibility will address the inadequate internal complaint process. It is suggested that an audit of the Internal Affairs Division and the equity of disciplinary actions taken in the past be conducted. The investigators and commanders responsible for those decisions should be evaluated. If this was not one of the planned responses, it is suggested that the audit cover several years.

RECOMMENDATION #1: *The Commission recommends that the Department obtain the services of an outside consultant to identify the number of additional personnel necessary and hire additional sworn and civilian personnel as indicated.*

1992 STATUS: Fiscal restraints prevented the hiring of a consultant and layoffs occurred.

2000 STATUS: In September 1990, the Department had an authorized strength of 1209 sworn and 427 civilian employees, not including school crossing guards (149 permanent and 21 temporary authorized positions). In September 2000, the Department had an authorized strength of 1420 sworn and 370 civilian employees, not including school crossing guards (137 permanent and 20 temporary authorized positions).

The Department has not contracted the services of an outside consultant to identify the number of additional personnel necessary.

RECOMMENDATION #2: *The Department should increase civilian support personnel positions and should improve the technology with which these positions support sworn officers.*

1992 STATUS: The Department had lost rather than gained civilian positions since the Commission made its recommendations.

2000 STATUS: As outlined in recommendation number one, the Department still has fewer civilian positions than in the past. However, technological advancements have greatly improved since Chief Farrell arrived in 1995.

Police Department employees have access to the County Government Local Area Network (LAN) through the use of approximately 400 LAN connected computers. Civilian employees have been trained in the use of Microsoft Windows and Microsoft Office.

Approximately 533 Department employees (sworn and civilian) have electronic mail addresses within the LAN system. Technological advances in crime scene processing and criminal investigations have been realized through the enhancement of the Regional Automated Fingerprint Identification System (RAFIS), the implementation of a new, state-of-the-art Serology DNA Laboratory (June 2000), digital photography, and infusion equipment.

Mobile data terminals (MDTs) are being installed in all patrol cruisers. With the planned installation of additional MDTs in the Telecommunications Section, information will be able to be sent directly from an officer's MDT to the Telecommunications Section for review and then forwarded electronically to state and federal law enforcement databases. Such use of MDTs will eliminate the need for Telecommunications to manually enter data into these databases.

Eight additional civilian support positions were created in FY 2000 in the first phase of the Department's civilianization process.

RECOMMENDATION #3: *The county government should increase the number of exempt*

> *positions to allow greater representation of minorities among the county police department command staff.*

1992 STATUS: Maintain the four exempt positions (chief and 3 lieutenant colonels) and continue to utilize a fair promotional system for all ranks.

2000 STATUS: In 1990, the Police Department's command staff consisted of 40 sworn police officers: 24 captains, 12 majors, 3 lieutenant colonels, and 1 chief of police. Of these, 3% were female and 3% were African American. There were no Hispanics. *(See table of demographic data on next page)*

The Police Department's command staff currently includes 37 sworn police officers: 21 captains, 12 majors, 3 lieutenant colonels, and 1 chief of police. Of these, 11% are female, 32% are African American, and 3% are Hispanic. *(See table of demographic data on next page.)*

Total minority representation among sworn police officers of command rank increased from 15% to 46% in 2000. In addition, the Department's command staff also now includes seven civilian positions, including three white males, two white females, one African American female and one African American male.

Command Staff Demographics
September 1990

	Chief	Lt. Col.	Major	Captain	Totals
White Male	1	1	10	22	34
White Female				1	1
African American Male		2	2	1	5
African American Female					0
Hispanic Male					0
Hispanic Female					0
Asian Male					0
Asian Female					0
Native American Male					0
Native American Female					0
Total	1	3	12	24	40

Command Staff Demographics
September 2000

	Chief	Lt. Col.	Major	Captain	Totals
White Male	1	1	8	10	20
White Female				2	2
African American Male		2	4	6	12
African American Female				2	2
Hispanic Male				1	1
Hispanic Female					0
Asian Male					0
Asian Female					0
Native American Male					0
Native American Female					0
Total	1	3	12	21	37

The Department has experienced some problems with implementing a fair promotional system. In 1994, the promotional process was challenged all the way to the Personnel Board. Supervisors and commanders were promoted from the list generated by the 1994 process. Nearly three years later, the Personnel Board determined that there were "flaws" to the process. The Personnel Board also stated the Department should take appropriate actions against those who administered the test. The Department took no action against those who administered the test.

In 1998, the Department stopped using the formulated evaluation process. The statistics showed that nearly everyone received a 100% evaluation. Those that received a score of 96% or 97% were still virtually non-promotable.

The Department hired a new testing firm, the Pittman McLenagan Group, L.C., in July 1995. In April 2000, the Department began using an assessment center, in conjunction with a written examination, to determine supervisory and mid-level command positions.

RECOMMENDATION #4: *The Department should evaluate its assignment practices for minority management and supervisory personnel and should determine if current use patterns best fit its management philosophy.*

1992 STATUS: The Implementation Group determined that the Department's efforts in this area were already effective and appropriate and that no further action was necessary to implement this recommendation.

2000 STATUS: A Request For Proposal, scheduled to be published in November 2000, will include as one of its components the design and development of a uniform selection process for the approximately 500 sworn positions within the Police Department's specialty units. This includes Criminal Investigation, Special Operations, and the Narcotic Enforcement Divisions. The design and development of this validated process will include a job analysis, individual position descriptions, and minimum qualifications for each affected sworn position. The final score on the test/assessment instrument developed will be the determining factor for selecting and assigning police officers to specialty units. This process is scheduled to be implemented by early 2002.

RECOMMENDATION #5: *The Department should continue to refine and formalize its recruit training curriculum, particularly as it is related to interpersonal skills training, as indicated by needs assessments.*

1992 STATUS: Training Services developed and implemented a revised human relations training program which focused more specifically on interpersonal relations. This program was utilized in all recruit training.

2000 STATUS: Recruit level training is continually refined before, during and after a recruit class is in session. The program of instruction for each session is reviewed and changes made as needed prior to the program of instruction being sent to the Maryland Police Correctional Training Commission for approval.

Interpersonal communication skills can be found in almost every block of instruction held in the police academy. Some of the classes determined to be of major importance are:

Public Speaking	Human Relations	Patrol Procedures
Basic Survival Tactics	Stress Management	Court Adjudication
First Responder	Report Writing	Deadly Force
Crisis Intervention	Judgmental Shooting	Accident Investigation

During 1999 a new program, Workplace Harassment Avoidance Training (W.H.A.T), was initiated throughout the entire agency. Every member of the agency, whether sworn or civilian, was required to attend this training. All new personnel hired by the agency will also be required to participate in this training.

In January 2000, the FBI began teaching new recruit classes about Hate Crimes. Every new recruit class will now receive information on hate crimes and how to recognize them and effectively deal with the people who commit them.

Upon completion of the police academy, each recruit officer is assigned a Field Training Officer (F.T.O.) in order to continue the new officer's learning process. Each recruit and F.T.O. attends separate meetings during the field training process to determine their strengths and weaknesses. This enables the Basic Training Section the opportunity to objectively evaluate and change any programs where deficiencies are reported.

RECOMMENDATION #6: *The Department should clearly identify its recruit training components designed to improve interpersonal skills and should ensure adequate review of these components by appropriate training specialists.*

1992 STATUS: Same as #5.

2000 STATUS: Recruit training components designed to improve interpersonal skills are clearly identified in the Program of Instruction (see attached Session's P.O.I.) that is developed for each recruit class. Each recruit is given a copy of the P.O.I. when they enter the police academy. The P.O.I. is explained and reviewed with the recruits during the first day at the academy. Some of the training components designed to improve interpersonal skills are:

Ethics	Domestic Violence	Public Speaking
Report Writing	Victim/Witness Assistance	Telephone
Courtesy		
Communications	Crisis Intervention	First Responder
Persons with Disabilities	Human Relations/Gender Roles	
Patrol Procedures	Conflict Management Techniques	
Accident Investigations	Interviews/Interrogations	Stress
Management		

Training specialists that have been certified as subject matter experts in their respective fields review each training component. These training specialists are police officers that have received advanced training and are certified by the Maryland Police Correctional Training Commission. The entire training staff reviews each Program of Instruction and ensures that they contain current and relevant information. Some of the current Training Division supervisors have degrees in Law Enforcement, Counseling and Science Management. The Department also employs a licensed clinical social worker, as the Director of the Psychological Services Division, who is an instructor for several classes in the academy. These individuals also review each Program of Instruction. Lesson plans are developed for each course that is taught in the academy. Each lesson plan used is also reviewed by the Prince George's County Attorney's Office for accuracy and legitimacy. After review by these individuals, each Program of Instruction and lesson plan is sent to the Maryland Police Correctional Training Commission for final review and approval.

RECOMMENDATION #7: *The Department should as additional personnel become available, or as training innovations allow, adopt the national norm of 40 hours of in-service training per year for all sworn personnel.*

1992 STATUS: Officers received 40 hours of in-service training per year (32 hours of academic subjects and 8 hours of firearms range training). Lieutenants and above received 32 hours of in-service training (24 hours of academic instruction and 8 hours of firearms range training). Civilians received 8 hours of in-service training per year.

2000 STATUS: In 1999, the Prince George's County Police Department began a forty-hour week of in-service training. During the year 2000, the Department also began squad training. Our goal is to continue this mode of training and possibly increase its frequency in the near future.

RECOMMENDATION #8: *In order to assist in eliminating the "go for bad" attitude, the*
Department should approve and enhance the contents of its in-service training and should provide intensive training for sworn and civilian personnel in the areas of interpersonal skills, cross-cultural training, community interaction and community relations.

1992 STATUS: As a result of a needs assessment, an eight-hour block of training on interpersonal skills was incorporated in the in-service training program. This training addressed: understanding prejudice, dealing with hate/violence and cross-cultural awareness. By May 1, 1990, all sworn personnel had received this instruction, and civilians had received a three-hour block of instruction on "dealing with people in crisis."

2000 STATUS: The recommendation has been accomplished in this year's in-service. The Department has initiated several communication and empathy classes. The Department has hired a psychologist from the University

of Florida to train our instructors how to teach communication skills and how to empathize with the citizens the Department serves. This is taught to every officer attending in-service training. Additionally, each officer is taught an ethics class by our command staff. The Department is currently working with the New York State Police to prepare an officer/citizen interaction class as well as a courteous customer service class that will be taught in the year 2001.

RECOMMENDATION #9: *The Department should provide an adequate training curriculum for sergeants and field training officers should be increased. The hours devoted to interpersonal skills, values development, and community interaction with the aim of establishing a more wholesome relationship with the community.*

1992 STATUS: Additional blocks of instruction were added and these areas continue to be addressed in the FTO School and Supervisor Training Program.

2000 STATUS: In 1999 and 2000, the Department has trained over 100 sergeants and lieutenants in a specialized leadership school identified by this agency. Additionally, in the year 2001 the Department will train an additional 100 officers in the same school. This will complete leadership training for all of our sergeants and lieutenants. The Basic Training Section, in concert with the Bureau of Patrol, has retrained and revised our Field Training Officer program.

RECOMMENDATION #10: *Current patrol sergeants have been socialized into the patrol officer's role. The Department will need to work to resocialize current sergeants into the supervisory philosophy which requires supervisors to review and control the activities of subordinates.*

1992 STATUS: In-service training for sergeants was separated from that given to their subordinates. Until the fiscal situation improves significantly and the sworn strength of the Department can be increased to an adequate level, it will continue to be impossible to totally "divorce" sergeants from the dichotomous roles they must currently play on a daily basis.

2000 STATUS: This recommendation will be successfully accomplished upon the completion of Recommendation #9 (Leadership Training).

Recommendations #11, 12, 13, 16 & 17: *All of these recommendations involved the reporting and recordkeeping systems utilized for internal investigations. The recommendation stated that the Department should:*

> *(#11) institute an automated complaint management system to capture and allow the retrieval of critical information on formal and informal complaints*
> *(#12) modify recordkeeping on excessive force complaints to provide for more definitive records regarding the use of force*

(#13) maintain an automated records system regarding the use of deadly force (#16) provide a process to enable the Internal Affairs Division to screen complaints to allow for the identification of "repeat offenders" for all complaints (#17) develop and implement a "Use of Force Reporting System" to monitor officer use of force.

1992 STATUS: An automated system was implemented on April 13, 1990.

2000 STATUS: In 1996, personnel from the Internal Affairs Division designed and programmed the Early Identification System (E.I.S.). On January 1, 1997, the E.I.S. was instituted as the case management program for the Internal Affairs Division. The E.I.S. tracks use of force complaints, police shootings, and other formal/informal complaints of police misconduct. On a monthly and quarterly basis, the Internal Affairs Division produces an Early Identification System Report, which is a time-sensitive system designed to organize employee data in a format conducive to prompt identification of early indicators of employee stress. The data is provided to commanders and supervisors in a timely manner so that evaluation and appropriate action may be taken to intervene as necessary.

RECOMMENDATION #14: *Activities and programs designed to improve police community relations and to enhance the Department's ability to guide and direct the police culture initially should be focused primarily in the police districts of Oxon Hill, Seat Pleasant, and Hyattsville. If found successful, they should be implemented throughout the county.*

1992 STATUS: The Chief of Police, the Chief of the Bureau of Patrol and the District command staffs have all been directly involved in efforts to demonstrate the Department's commitment to improving the relations between the Police Department and the citizens of the county. The most significant program is our Community Oriented Policing Program. The program started in District III, and after its value was demonstrated, was expanded into District I and District IV. It is now in operation in all districts.

2000 STATUS: The Community Oriented Policing Program began in the Seat Pleasant, Oxon Hill and Hyattsville districts. The COPS program has been expanded to include all districts in the county. A total of 146 positions are allotted to the Community Oriented Policing Program. Of this number 137, of the positions are filled. This number includes 20 officers that are assigned on a full-time basis to each high school and one middle school in the county. The Community Oriented Policing Program has a sergeant designated as its coordinator and the following breakdown of personnel in each district:

District I   4 sergeants and 25 officers
District II 2 sergeants and 18 officers
District III 2 sergeants and 34 officers
District IV 2 sergeants and 23 officers
District V 1 sergeant and 11 officers
District VI 1 sergeant and 13 officers

The Department's Explorer Program is thriving with a post in all six districts and a membership of approximately 85.

The Chief's Advisory Council has been active in the development of the Department's Strategic Management Plan.

Districts have been actively engaged in community events, including forming partnerships with members of the community.

The Department has graduated 15 Citizen's Police Academies and a sixteenth is in session now. The Department is also developing a Youth Citizen Police Academy.

RECOMMENDATION #15: *Police activities and programs designed to eliminate the "go*
for bad" attitude, and the method of delivery of services it encourages, should be focused in the three police districts of Oxon Hill, Seat Pleasant, and Hyattsville.

1992 STATUS: Same as #14.

2000 STATUS: Same as #14.

RECOMMENDATION #18: *Provide notary services at all Police Districts where citizens can file complaints against police officers.*

1992 STATUS: Notary services were available at each district and all members of the Internal Affairs Division were notaries.

2000 STATUS: Since 1992, individuals with notaries at the District Stations have been allowed to lapse due to attrition. Currently, a poll showed that there was only one notary at a District Station. The following is a listing of notaries and their locations:

District I	1 (Administrative Aide)	District IV	0
District II	0	District V	0
District III	0	District VI	0

Currently, the majority of Internal Affairs investigators have received notary commissions. The newly assigned investigators have been given the applications and they

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will be sent out immediately for processing. Internal Affairs investigators will have the document notarized during the investigation, if it has not been done previously.

RECOMMENDATION #19: *Review the process by which the Department manages the complaint reception and investigation process to improve the "human factor" aspects of the process.*

1992 STATUS: The Implementation Group felt that provision of free, readily available notary service would improve the citizens' perception of the receptivity of the Police Department to their complaints. Implementation of the shift commander system provided a commissioned officer to interview complainants virtually 24 hours a day. Field investigations continued to be closely monitored by the Internal Affairs Division. Supervisors were trained in internal investigations. The only task that remained was command oversight and in-service training.

2000 STATUS: The Department created a Complaint Procedures Checklist in May 1999. This checklist provides a standard method for responding to complaints, and it enables any employee to receive information from a complainant for supervisory follow-up. Complainants no longer have to wait at the police station for a supervisor to respond to make a complaint. The complaint forms are located at every county public library and in every Prince George's County police station. In addition, each supervisor carries with him/her complaint forms in his/her vehicle so that they are easily accessible in the field for distribution to citizens on the scene of an incident. The complaint forms are also available to the citizens through the mail.

In the Office of the Chief, the institution of the Citizens' Services Manager position humanizes the entire complaint process.

In addition to speaking with the complainants on the telephone, the Internal Affairs investigators now send out 60 day and 120 day letters to keep the complainants abreast of the status of their complaint.

Audits and Inspections conduct audits to ensure compliance.

RECOMMENDATION #20: *The Department should ensure that personnel assigned to the internal investigation functions receive specialized training in the internal investigation process.*

1992 STATUS: The commander of the Internal Affairs Division attended two training courses ("The Internal Affairs Function" and "Deadly Force Investigations") conducted by the Institute of Police Technology Management (IPTM) and the International Association of Chiefs of Police. He then provided in-house training to the investigators. IPTM later provided training to IAD investigators, other supervisory

personnel and personnel from other local area police agencies. New investigators received in-house training upon being assigned to the unit. Internal investigations are addressed in supervisory in-service training and in the supervisors and administrators schools.

2000 STATUS: The Internal Affairs investigators have received specific internal affairs training provided by various state and local instructors. During the Internal Affairs Division's monthly meetings, the Department invited guest instructors to discuss various topics related to our investigations. Several investigators have received training on the Voice Stress Computer and have utilized this computer during their investigations. The Department has a computer program that allows the investigators to practice their interview techniques and it provides them with a feedback score.

RECOMMENDATION #21: *As additional personnel are hired, the Department should ensure that additional supervisory personnel are deployed.*

1992 STATUS: The 1990 reorganization provided an enhanced presence of management/supervisory personnel through the elevation of district commander positions to the rank of major, the assignment of captains as assistant district commanders and the implementation of the shift commander concept. By retaining the Operations Duty Commander function, the Department ensured that not only would a lieutenant be working during all shifts in each district, but that a major or captain would also be working at nights and on the weekends.

2000 STATUS: As authorized sworn strength has increased from 1209 in September 1990 to 1420 in September 2000, the number of positions at the supervisory ranks of corporal, sergeant and lieutenant have increased by 185, 13, and 8 respectively. (See table below.)

	1990	2000	Increase
Lieutenant	58	66	+ 8
Sergeant	123	136	+ 13
Corporal	541	726	+ 185
Authorized Strength	**1209**	**1420**	**+ 206**

RECOMMENDATION #22: *As additional personnel are hired, the Department should ensure that adequate numbers of officers are assigned to the patrol division so that patrol sergeants can spend their time supervising; not responding to calls for service.*

1992 STATUS: Same as #21.

2000 STATUS: Issues regarding the reallocation of personnel are being addressed in the Department's Strategic Management Plan for 2000-2002, including the need to provide for 20 additional sergeants to increase sworn supervision.

RECOMMENDATION #23: *The Department should also take strides to improve the supervision it provides for its sergeants by ensuring that captains and lieutenants are on duty at night and during weekends.*

1992 STATUS: The Department's efforts to reduce the need for sergeants to be involved in routine call response, in order that they can concentrate more fully on supervisory duties, have been severely hampered by the suspension of the enhanced hiring program.

2000 STATUS: The Department was reorganized in 1990 and this met the recommendation. There is now a lieutenant assigned to each shift in the Department. Lieutenants and sergeants are also being provided with leadership training, in addition to the supervisory school that each must attend.

RECOMMENDATION #24: *The Department should identify those elements of the LEOBR*
which are problematic to effective discipline and should begin working with the FOP, the Prince George's County Labor Commission and other branches of county government, the county executive, county council and the state legislature to work to modify those provisions.

1992 STATUS: A written agreement between the Department and the FOP, which would ensure that the Department wasn't "stonewalling," was developed. This agreement would ensure that the Department received preliminary information on serious incidents from involved officers within 48 hours of a serious incident. This document was to be finalized by September 1, 1990. No written agreement of this type was ever finalized; nor were any changes legislated in the LEOBR. With the cooperation of the FOP, however, some revised procedures were put in place. (The revised procedures were not listed.)

2000 STATUS: This was handled until recently by the Police Legislative Liaison officer. The Internal Affairs Division reports that they are unaware of what was presented and/or adopted based on current legislation. This position was recently abolished.

RECOMMENDATION #25: *The Department should identify those elements of the LEOBOR which are subject to interpretation, and about which there is disagreement between management and the FOP, and should test these elements.*

1992 STATUS: Same as #24.

2000 STATUS: There has been nothing new since the 1992 status report.

RECOMMENDATION #26: *The Blue Ribbon Commission strongly supports the concept of civilian participation in the complaint review process and urges county government, the county executive, county council and the state legislature to support the necessary statutory changes to accommodate this participation.*

1992 STATUS: This recommendation was addressed through the passage of CB 25-1990, and the establishment of the Citizen Complaint Oversight Panel. The Commander of the Internal Affairs Division stated that, in fact, the HRC investigative function has been reduced in scope, due, at least in part, to the successful operation of the CCOP.

2000 STATUS: There has been constant dialogue between the Citizen Complaint Oversight Panel (C.C.O.P) and the Department regarding issues of mutual concern. In 1998, several meetings were held between the C.C.O.P. and the Internal Affairs Division to address current issues. On a quarterly basis, the Commander of Inspectional Services meets with the C.C.O.P to discuss statistical matters.

RECOMMENDATION #27: *The Human Relations Commission process should be enhanced with respect to its investigative powers regarding excessive force by police officers.*

1992 STATUS: Same as #26.

2000 STATUS: No new issues have been addressed since the 1992 status report.

RECOMMENDATION #28: *The chief of police, the president of the FOP, the director of public safety, the county executive, and other representatives of the county government should agree on the proper role for each to play in managing labor relations and managing the police agency.*

1992 STATUS: The Implementation Group Report stated that the Executive Branch would continue an open door policy for organized labor and would utilize a variety of problem-solving avenues in this area.

2000 STATUS: The chief of police has advised the FOP president that he has an open-door policy to any concerns of the FOP.

RECOMMENDATION #29: *The Department should refocus its audits and inspection function on the issues outlined above (use of force, prisoner processing and management, effectiveness of the FTO training program, effectiveness of the in-service training*

program, community interaction, integrity of policy and procedure) and should attempt to use the results of this function to verify the quality of service delivery by the Department.

1992 STATUS: In April of 1991, the Audits and Inspections Division Report on "Departmental Policy Development and Distribution" was completed. It revealed that individual reports were not completed regarding either the effectiveness of the FTO training program or the in-service training program. However, a January 1991 report of Training Services indicated that the in-service training program was in compliance with the standards set by the Maryland Police and Correctional Training Commission.

The Audits and Inspections Division also conducted a detailed review of our "Use of Force" training and policies. The report stated that our Department's regulations met all of the standards established by the Commission on Accreditation (CALEA). To quote the Commission on Accreditation Report Summary: " The few noted deficiencies are not serious in nature. They can be corrected by some revisions in the General Order Manual and closer management oversight. The training of this agency is excellent in the area of the use of force. There are programs which not only instruct, but allow the student officer to practice his new skills under controlled conditions."

The Audits and Inspections Division completed an audit of "Prisoner Processing Management" in April of 1991. That audit indicated that the "the small number of complaints compared to the large number of arrests and calls for service clearly demonstrates that the overall process is running smoothly."

"Community Interaction Process" was effectively dealt with in the Audits and Inspections Division's "Audit of the Department's Community Relations," which was completed in January 1992.

2000 STATUS: The Department met the recommendation in 1992. In 1998, the Department was re-accredited. Since 1996, Audits and Inspections has had only two personnel. The Department received funding for the Professional Compliance Section in September 2000. This section will meet the recommendation.

RECOMMENDATION #30: *The Inspectional Services Unit should be reassigned to the Office of the Chief to provide more sensitivity to informational needs of the Chief of Police.*

1992 STATUS: This recommendation was met on February 11, 1990, with two separate divisions (the Internal Affairs Division and the Audits and Inspections Division) being placed with the Office of the Chief of Police. Subsequently, these divisions were placed under the direction of a major (the Commander of Inspectional Services) who reports directly to the chief of police. Due to fiscal restraints, the focus of the audits and inspections function was limited to facility and personnel inspections.

2000 STATUS: The commander (captain) of the Internal Affairs Division reports directly to the commander (major) of Inspectional Services who reports directly to the chief of police.

RECOMMENDATION #31: *The internal affairs function should be reassigned to the Office of the Chief. This is to ensure that the philosophy of the internal investigations and discipline functions reflects the need for strong control of the use of force and the manner in which Department personnel interact with the citizens they serve.*

1992 STATUS: Same as #30.

2000 STATUS: See recommendation #30.

RECOMMENDATION #32: *The Department should continue the policy development processes already in place and should supplement these with strong inspections and audits functions to ensure compliance.*

1992 STATUS: The Department has indeed kept its effective and broad-based policy development process intact. Audits and Inspections issued a report on "Departmental Policy and Development and Distribution." That report generally found the policy development procedures used by this agency to be excellent. However, the report did include six specific recommendations:

- A date/time be mandated for the Office of Legal Affairs to review the entire GOM for legal sufficiency. (The Office of Legal Affairs continues to review appropriate general order drafts, contracts, and memorandums of understanding to ensure the legal sufficiency of the policies established in those documents. Staff was reduced due to fiscal restraints.)
- The Planning and Research Division continues to periodically distribute updated lists of current general orders. (This division continued to publish updated lists of current general orders.)
- The Training Division to get external input during the development of Training Modules/Bulletins. (Training reports that aggressive efforts are being made to obtain external input in the development of training bulletins/modules.)
- Timely training provided to the workforce concerning the goals and objectives developed in the Strategic Management Plan. (This is being accomplished through blocks of instruction in both basic and in-service training.)
- All SOPs should be reviewed upon a change in command and approved by the incoming commander. (Every commander is required by General Order 2/125 to ensure that his command maintains a current

SOP Manual. The Planning and Research Division also maintains hard copies and discs of those manuals.)

- Each bureau should review their SOPs for consistency. (All are reviewed/revised as necessary during the accreditation process.)

2000 STATUS: The Audits and Inspections Section conducts part-time inspections, telephone audits, investigative funds audits, gun inventory audits, speed enforcement, complaint procedures audits, impound audits, and district station inspections.

The Internal Affairs Division created a new Standard Operating Procedure manual in June 2000 to reflect the changes in the division. In 1997, the Discipline Manual was created, and in 1999 it was updated. The Discipline Manual is given to all supervisors and command staff.

A Community Activity Report was created and is used to inform the Chief of Police, via the chain of command, of concerns brought to the attention of police personnel at organized community based meetings. This report provides blocks for follow-up action requested in case another area of the Department will be involved. This report is supposed to be sent to the Audits and Inspections Section; however, this is not being done.

RECOMMENDATION #33: *The Department should take immediate steps to ensure that concerns raised at the district monthly community affairs council meetings are addressed expeditiously within the districts. It should also ensure that the inspections and audit function is reviewed for compliance.*

1992 STATUS: The Implementation Group Report indicated that this would be accomplished essentially through a "system of checks and balances beginning at the district level." Informational reports on meetings attended and issues raised with how issues are being addressed are submitted by the districts to the Chief, Bureau of Patrol. Summaries of these reports are submitted to the chief of police.

A 1992 Audits and Inspections report noted that trail audits had been done to determine if citizens had received appropriate feedback. The citizens reported they were very satisfied with the initial response by the Department. The report also stated that continuing trail audits and regular reviews would be extremely difficult to accomplish because staff was small. The captain's position that had been removed was to be reestablished in the Audits and Inspections Section.

2000 STATUS: A Community Activity Report was created and is used to inform the chief of police, via the chain of command, of concerns brought to the attention of police personnel at organized community based meetings. This report provides blocks for follow-up action requested in cases where another area of the Department will be involved. This report is supposed to be sent to Audits and Inspections, but this is not being done.

RECOMMENDATION #34: *The Department should continue to push police community relations projects to the lower levels of the Department, encouraging other interactive programs such as the community affairs councils, and should use the inspections and audits function to review for compliance.*

1992 STATUS: A 1992 Audits and Inspections report stated that the Police Department's efforts are effective, interactive and are carried out not only through the centralized Community Relations Division, but also at the district level. The Community Oriented Policing Program, Chief's Citizen's Advisory Councils and District Advisory Councils were also noted as symbolizing the Department's commitment to interactive community relations.

2000 STATUS: The Department now has Community Oriented Policing Officers assigned to every district station. The officers have offices in the community and work closely with the community to ensure that their concerns are heard and acted upon. The officers also set up community meetings so they can find out what the problems are in that particular area. The review is left up to the community officers' supervisors when he/she conducts trail audits.

RECOMMENDATION #35: *Police managers, supervisors and police officers should have police community relations' objectives included in their evaluation process.*

1992 STATUS: This had not been accomplished for either the Past Performance Appraisal System or the Promotional Evaluation System. Changes in the Promotional Evaluation System must be made in accordance with input from a professional consulting firm, such as the Hawver Group. At this time, funding is not available to have this service performed.

2000 STATUS: The Strategic Management Plan for 2000-2002 calls for the revision of all job descriptions by the end of Fiscal Year 2001 to incorporate community-oriented policing concepts and to include responsibility and accountability criteria. These criteria would then be assessed on employee performance appraisals.

RECOMMENDATION #36: *The Department should work to reverse the nature of its police community relations programs so that the majority of its programs are interactive, not directive. It should involve community leaders in the planning and implementation process. The Department should use the audits and inspections function to ensure compliance.*

1992 STATUS: District station commanders were very proactive. The chief of police added a Community Relations Liaison to the headquarters staff in 1990. Telephone audits that were conducted showed that citizens appreciated the fact that they were given a chance at every meeting to express their views and ask questions. Commanders personally attending meetings

bolstered the citizens' confidence that their concerns were being taken seriously.

2000 STATUS: See recommendation #34.

RECOMMENDATION #37: *The Department should continue to develop its existing planning process with an emphasis on improved police community relations. Upon involvement of community leaders and community residents in the planning and implementation process, it should use the audits and inspections function to ensure compliance.*

1992 STATUS: There was no response to this recommendation in the 1992 report.

2000 STATUS: See recommendation #34.

RECOMMENDATION #38: *The Department should redefine its audits and inspections function to ensure that district commanders act on the recommendations received through interactive police community relations programs.*

1992 STATUS: All district commanders were found to be in compliance with the Recommendation.

2000 STATUS: See recommendation #33.

RECOMMENDATION #39: *The Department should develop interactive programs designed to educate citizens and citizen groups regarding police operations, using the concept of "law-related education," to bring citizens into contact with members of the Department in non-adversarial contexts.*

1992 STATUS: All 28 community relations programs listed in the Implementation Group Report are still being utilized with the exception of the Police Athletic League, which fell victim to budgetary constraints. The "You and the Law" pamphlet was not printed due to an absence of funding. Funds are not available for replacement of outdated videotapes on law-related subjects. The Citizens Police Academy was established.

2000 STATUS: The Department currently has completed fifteen sessions of our Citizens Police Academy. This is a thirteen-week course that familiarizes citizens with the operations of our police department. The Department is currently working on plans for a Youth Citizen Police Academy. In this effort, the Department will endeavor to educate the youth of our community in police practices.

Internal Affairs investigators participate in the Citizen's Police Academy by teaching a 1 – 1 1/2 hour block of instruction.

RECOMMENDATION #40: *The Department should move immediately to bring discussions of police community relations to the agenda of meetings among command personnel.*

1992 STATUS: This is being done both at the Bureau of Patrol meetings and at staff meetings/briefings conducted by the chief of police.

2000 STATUS: The Department has applied for and received a grant from the Maryland Police Correctional Training Commission for courteous customer service. In August of this year, nine officers traveled to the Disney Corporation in Florida to be instructed in a train- the-trainer class for courteous customer service. In December 2000, our entire command staff will be instructed in this course. By doing this, the Department will endeavor to heighten the commanders' awareness of the needs of our community and the community's need for a better relationship with the police department.

RECOMMENDATION #41: *The command staff should develop a detailed action agenda designed to enhance and build upon existing interactive police community relations programs and to develop new programs to improve relations with the community.*

1992 STATUS: The Community Relations Division was reorganized to improve effectiveness and efficiency. Community participation in the anti-drug crime prevention effort was fostered, including the completion of the Anti-Crime Watch Program. Hispanic and Asian outreach programs have been established. A listing of all Community Relations Division program available for use with community groups was compiled provided to the district commanders. The DARE program was expanded into all county public elementary schools. DARE was not expanded into private elementary schools or public high schools due to budget restraints.

2000 STATUS: Same as #14

RECOMMENDATION #42: *Development of a meaningful automated crime analysis and manpower allocation system should be one of the Prince George's County Police Department's highest information systems priorities.*

1992 STATUS: In January 1992, a reorganization of the Department's Informational Services Division was completed. This included personnel, systems management, shift rescheduling, and task consolidation. As a result, the large backlog of report entry was eliminated. In June 1992, a PC Coordinator/Trainer was hired. Several police employees received individual instruction in the application of police computer programs.

Three crime analysts with basic computer skills and trained in CLUE and other programs were transferred to the Informational Services Division. Their mission was to record selected data and develop trends or patterns on a district level.

A manpower staffing program has been added to the Department's monthly computerized reports. This report is forwarded to the Department's Planning and Research Division and included in management level resource allocation briefings. A computerized court appearance report was being generated and printed directly at the district stations.

2000 STATUS: An automated crime analysis system currently exists. All data from incident reports is entered into the county's mainframe computer. The general data is available to all officers based upon designed template programs. Specific data may be obtained through the Crime Analysis Section. Problems still exist with the time frame for data entry. Personnel shortages and excessive workloads within the section limit any type of proactive work. Almost all analysis is done based upon a reactionary system.

RECOMMENDATION #43: *The Department should retain an outside consultant to develop a detailed manpower allocation and scheduling study to determine adequate manpower levels and staffing assignments.*

1992 STATUS: An outside consultant was hired. Meeting the CALEA standards satisfied this recommendation. The accreditation team developed plans to study resource allocation and developed a minimum-staffing requirement, which follows CALEA guidelines.

The Planning and Research Division developed a new shift plan. This plan included an overlap squad which provided additional manpower, which could be assigned by the district commanders.

2000 STATUS: The Crime Analysis Section recently supplied calls-for-service data to the Bureau of to study this topic.

The Department has not retained an outside consultant to develop a manpower allocation and scheduling study.

RECOMMENDATION #44: *The Department should immediately implement an information systems development plan based on a detailed needs assessment.*

1992 STATUS: A comprehensive needs assessment was conducted by the Department's Informational Services Division's Computer Services Section and

Information Systems Division of the Office of Management and Budget. A strategic automation plan was developed. Computerized Assisted Police Reporting (CAPR) has been designed and developed through a cooperative effort between the police department, OMB and Maxima Corporation.

CAPR traces current automation systems from their design to implementation, assesses current status, and develops comprehensive forecasts for the future. This plan was presented to the chief and the command staff at the annual Strategic Management Conference.

2000 STATUS: According to the Crime Analysis Section, none exists.

RECOMMENDATION #45: *The Department should begin negotiating with the centralized data processing department of the county government, based on the information systems development plan, for authorization to develop needed information systems and support systems.*

1992 STATUS: An atmosphere of cooperation and mutual benefit currently exists between the Information Systems Division/Office of Management and Budget and the police department's Informational Services Division. This joint effort has opened lines of communication, periodic joint projects such as CAD (the new Computer Assisted Dispatch), and enhanced Property Recovery and CLUE, have been budgeted as a result of this new team approach.

2000 STATUS: This recommendation appears to have been addressed with the county's new computer system.

RECOMMENDATION #46: The Department should continue to explore and exploit PC-based technologies for "personal" computing needs: spreadsheets, small databases such as graphics, and word processing.

1992 STATUS: This recommendation has been implemented with the reorganization of the Informational Services Division and the addition of a PC Coordinator/Trainer. Training is currently being offered throughout the Department in word processing, LOTUS, and mainframe applications.

2000 STATUS: This recommendation is being addressed continually by the Department's Informational Services Division.

RECOMMENDATION #47: *The Department should conduct a detailed needs assessment and planning process to determine at least five phases of systems acquisition, based on priorities developed by police management, in consultation with outside assistance if necessary.*

1992 STATUS: As a result of a needs assessment and the planning process, the lack of a computer training facility was revealed. The lack of utilization of current computer applications overshadowed the need for increased future acquisitions. The needs assessment also indicated that PC-based programs and mainframe systems were unknown to the majority of employees. This became the basis for the implementation of a computer-training project. This project was successful, though limited due to the lack of terminals. This led to the need for a multi-terminal computer lab. Resources and materials have been budgeted, and the training lab will become an integral part of the information systems process by the third quarter of FY 93.

2000 STATUS: The Crime Analysis Section states that this has been done.

RECOMMENDATION #48: *The Department should take immediate steps to refine the processes it uses to manage the culture of the police organization so that the "go for bad" attitude which apparently has existed within the Department for several years can be eliminated.*

1992 STATUS: The Implementation Group and the police department believed that the "go for bad" attitude was not a strong part of the value system of the Department nor was it an operational tool. The "go for bad" attitude was a perception that was perpetuated by some segments of the media and other detractors of the Department. The Department was, of course, limited in its ability to refute the past and to overcome a perception, which is not well founded to begin with. The Department has continued its efforts to foster improved relations between its officers and the citizens of Prince George's County. These efforts have been noted throughout this status review. The Department's Mission Statement, which was developed as part of our Strategic Management Program, was illustrative of the fact that a "go for bad" attitude is totally contrary to the culture of the Prince George's County Police Department in 1992.

2000 STATUS: In September 2000, the Department implemented several measures that will streamline and strengthen the Department's ability to administer the disciplinary process by creating the Office of Professional Responsibility. This office, under the direction of a civilian director, will:
- Increase accountability through restructuring the disciplinary process
- Restore the community's faith in the ability of the police department to dismiss those officers who misuse their authority
- Reduce the time involved in the citizen complaint process

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- Provide oversight and improved management of the disciplinary process

RECOMMENDATION #49: *Existing Departmental values and philosophies should be re-evaluated based on specific criteria designed to avoid the "go for bad" attitude as an operational tool.*

1992 STATUS: Same as #49.

2000 STATUS: The Prince George's County Police Department does not promote the "go for bad" attitude as an operational tool. The philosophy of the Department is found in our mission statement, which is:
"To work in partnership with the citizens of Prince George's County toward providing a safe environment and enhancing the quality of life consistent with the values of our community. To accomplish our mission the Department will adhere to values of professionalism, integrity, responsiveness, sensitivity, respect and openness."

The philosophy of the mission statement is to be adhered to by every member of the Police Department, which includes both sworn and civilian personnel. The Training Academy initiates the teaching of this philosophy and each police facility, proudly and openly displays a copy of the mission statement for all departmental personnel as well as citizens to observe.

Another area where the "go for bad" attitude is not tolerated is in the "Use of Force Continuum." The Use of Force Continuum guides officers for the minimal amount of force through the use of deadly force, using an incremental process.

RECOMMENDATION #50: *By July 1990, the county government should publish a report detailing the progress made toward implementing the Recommendations of this report. An annual evaluation should be conducted thereafter.*

1992 STATUS: First report filed.

2000 STATUS: The last update that could be located was completed in 1992.

GLOSSARY

OF

TERMS, ABBREVIATIONS AND EXPLANATORY NOTES

Terms or Abbreviations requiring explanation are marked with this symbol ♣ within the text of the Report

- **ASIAN** – the term is used to generally describe individuals who consider themselves to be of Asian descent.

- **"BEST PRACTICES"** Citizen Complaint Model - The Task Force studied citizen complaint systems in jurisdictions across the country, and selected for Prince George's County's proposed process those policies, procedures, and practices designed to provide maximum accountability, efficiency, and effectiveness.

- **BLACK** – the term is used to generally describe individuals who consider themselves to be African-American, Caribbean, African or other nationalities of color, excluding those of East Indian or European descent.

- **BLUE RIBBON COMMISSION ON PUBLIC SAFETY AND POLICE ACCOUNTABILITY (BRC)** – conducted a review of the Prince George's County Police Department in 1990 and submitted a report containing 50 recommendations for improvement to County Executive Parris Glendening. The recommendations dealt with a wide variety of topics ranging from management and leadership to record-keeping procedures to the recruitment and training of minority members of the Police Department.

- **CITIZEN** – the term is used interchangeably with resident or community member to refer to persons who live or work within Prince George's County

- **CITIZEN ADVISORY COUNCIL** – Citizens from each sector within each Commanding Officer's District interested in police community relations; citizens are nominated by Commanding Officer and approved by Chief of Police. Members meet with Commanding Officers and crime prevention personnel.
  Source: General Order Manual (GOM)

- **CITIZEN COMPLAINT OVERSIGHT PANEL (CCOP)** - Agency responsible for reviewing the processing of investigations by IAD and HRC of citizen complaints of alleged use of force, abusive language and harassment against County Police Officers
  Source: CB-25-1990, Prince George's County Council

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- **CITIZEN POLICE ACADEMY** – Ongoing program to expose citizens to some of the entry-level training received by Police Officers and to serve as an avenue of citizen input for the Police Department.
Source: Prince George's Police Department Training Guide

- **EARLY IDENTIFICATION SYSTEM (EIS)** – Computer-based, early intervention and prevention program used by Police managers to alert them to employees receiving complaints and using force.
Source: Prince George's County Police Department Early Identification System Manual

- **FIELD TRAINING OFFICER (FTO)** – Internship program beyond the Police Academy that assists recruits in their professional development as patrol officers.
Source: Prince George's Police Department Training Guide

- **FRATERNAL ORDER OF POLICE LODGE #89 (FOP)** - Collective bargaining agent of the sworn employees of the Prince George's County Police Department for the purpose of negotiating matters of wages, hours and other terms and conditions of employment
Source: FOP Preamble

- **GENERAL ORDER MANUAL (GOM)** – The official manual of the Prince George's County Police Department, containing policies, procedures, directives and information established, revised and approved by authority of the Chief of Police
Source: General Order Manual (GOM

- **HUMAN RELATIONS COMMISSION (HRC)** - Agency responsible for the investigation of discrimination in the areas of employment, law enforcement, housing, public accommodations, commercial real estate and financial lending in Prince George's County; the agency's Law Enforcement Division reviews complaints alleging excessive force, harassment and demeaning language against County Police Officers
Source: Prince George's County Code, Section 2-192

- **INTERNAL AFFAIRS DIVISION** – Prince George's County Police Department (IAD)— conducts or monitors internal investigations of police officers; has authority and control over all complaints about the conduct of Police Department employees
Source: General Order Manual

- **LATINO** – the term is used to generally describe individuals who consider themselves to be Hispanic or of Mexican, Latin American or South American descent.

- **LAW ENFORCEMENT OFFICERS' BILL OF RIGHTS (LEOBR)** – State law found in Maryland Code, Article 27, Sections 727 – 734D guaranteeing certain procedural safeguards to law enforcement officers during any investigation or interrogation that could lead to disciplinary action, demotion or dismissal.

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Source: Maryland Annotated Code

- **MARYLAND POLICE AND CORRECTIONS TRAINING COMMISSION (MPCTC)** – Agency vested with the authority to set standards of initial selection and training for all governmental law enforcement…officers in the State of Maryland.
  Source: Prince George's County Police Department Training Manual

- **OFFICE OF PROFESSIONAL RESPONSIBILITY (OPR)** – Newly created division of the Police Department charged with overseeing all police disciplinary actions and designed to identify and correct the abuse of police authority and ensure professional behavior.
  Source: September 21, 2000 Press Release Announcing New Police Initiatives

- **ROLL CALL** – Police Department procedure conducted for any grouping of officers working a patrol assignment or plainclothes assignment in the community. Roll calls are generally conducted for each tour of duty (shift);
  Source: General Order Manual

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PRINCE GEORGE'S POLICE DEPARTMENT ORGANIZATIONAL STRUCTURE

Prince George's County Police Department
Organizational Structure

POLICE CHIEF

- **Inspectional Services**
  - Internal Affairs Division
    - Audits & Inspections Section
      - Drug Testing Coordinator
    - Internal Investigations Section
      - AHB Coordinator
- **Administrative Hearing Board Chairperson**
- **Executive Officer**
  - Administrative Officer
    - Citizen Services Manager
    - Special Assistant
  - Office of Legal Affairs Public Affairs Office
    - Press Information Unit
    - Crime Solvers Unit
    - Graphics Arts Unit
    - Video Studio

- **Bureau of Patrol**
  - Operations Duty Commanders
  - Executive Officer
    - Administrative/Youth Services Coordinator
    - Court Liaison Officer
    - Special Services Commander
      - C.O.P.S. Coordinator
      - Crime Prevention Coordinator
  - Commanders Districts I, II, III, IV, V, VI
    - Assistant Commanders Districts I, II, III, IV, V, VI
      - Staff NCO
      - Patrol Shifts Commander
        - Patrol Squads
      - Traffic Enforcement
      - Investigative Section Commander
        - Investigative Squads
        - Burglary Prevention
        - C.O.P.S.
        - Youth Services
  - Special Operations Division
    - Assistant Commander S.O.D.
      - Tactical Section
        - Emergency Services Team
        - Tactical Squads
      - Special Enforcement Section
        - Canine Unit
        - Communication Specialists
      - Traffic Enforcement Section
        - Motorcycle Unit
        - Crossing Guard Unit
        - Collision Analysis Unit
      - Special Assignment Section
        - Warrant Unit
      - Special Events Section
        - Conflict Negotiators

- **Bureau of Support Services**
  - Executive Officer
  - Criminal Investigations Division
    - Assistant Commander C.I.D.
      - CID Coordinator
      - DISARM
      - Homicide Section
        - Homicide Unit
        - Homicide Task Force
        - Violent Crime Task Force
      - Robbery Section
        - Robbery Unit
        - Financial Crimes Unit
        - Cease Fire Program
      - Special Crimes Section
        - Sexual Assaults Unit
        - Child & Vulnerable Adult Abuse Unit
        - Victim Services
      - Forensic Services Section
        - Evidence Unit
        - Drug Laboratory
        - Firearms Examination Unit
        - DNA Laboratory
        - Computer Forensics Unit
      - Special Assignment Section
        - Repeat Offenders Unit
        - Auto Theft Unit
        - Serious Habitual Juvenile Offender Program
  - Narcotic Enforcement Division
    - Assistant Commander N.E.D.
      - Major Narcotics Section
        - Major Conspiracy Unit
        - Interdiction Unit
        - Diversion Unit
        - NED Equipment Specialist
      - Technical Operations Section
        - Violent Crime Enforcement
        - Financial Investigation Unit
        - Intelligence Unit
  - Management Services
    - Planning & Research Division
      - Planning Section
      - Accreditation Section
    - Informational Services Division
      - Crime Analysis Section
      - Auxiliary Services Section
        - Auxiliary Management
        - Data Processing Unit
        - R.A.F.I.S.
        - Auxiliary Investigations
        - Pawn Investigation Unit
        - Tow Coordination Unit
      - Records Section
        - Report Information Unit
        - Adult Arrest Unit
        - Juvenile & Report Services Unit
        - Mail Courier
        - Photography Laboratory
        - Red Light Monitoring Unit
    - Fiscal Affairs Division
      - Budget Unit
      - Payroll & Benefits Unit
      - Purchasing Unit
      - Automotive Services Unit
      - Property / Supply Unit

- **Bureau of Administration**
  - Executive Officer
  - Police Chaplains
  - Training & Personnel Services
    - Psychological Services
    - Personnel Division
      - Personnel Administration
      - Recruiting & Examination Section
    - Training & Education Division
      - Basic Training Section
        - Armory
        - Range
      - Career Development Section
        - Judgemental Shooting
        - Advanced Officer Training
        - Commander School Resource
          - G.R.E.A.T.
          - D.A.R.E.

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LISTING OF PRESENTERS

Major John C. Lindsay, Commander
Captain Gregory E. Jones, Internal Affairs Division
Prince George's County Police Inspectional Services

Major Thomas Trodden, Commander
Prince George's County Police Training and Personnel Services

Lieutenant John Moran
Prince George's County Office of Personnel Applicant Investigation Group

Captain Janell Robbs, Executive Officer
Corporal Steven Ruffatto, Recruitment & Examination Section
Prince George's County Police Bureau of Administration

Dr. William A. Welch, Executive Director
Prince George's County Human Relations Commission

Mr. Manuel Geraldo, Esq., Chairperson
Prince George's County Citizen Complaint Oversight Panel

Ms. Jacqueline Ray-Morris
Community/Police Partnership of District IV

Mr. Steve Orenstein, Esquire
Law Enforcement Officers' Bill of Rights

Mr. Clyde Davis
National Association of Civilian Oversight Law Enforcement (NACOLE)

Mr. Stephen Black
American Civil Liberties Union (ACLU)

Prince George's County Police Officers
(various stations)

PRESS RELEASE
& EXECUTIVE ORDERS

THE PRINCE GEORGE'S COUNTY GOVERNMENT

OFFICE OF THE COUNTY EXECUTIVE

Wayne K. Curry
County Executive

PRESS RELEASE
CURRY CREATES POLICE TASK FORCE;
ANNOUNCES CO- CHAIRS

Upper Marlboro, MD – Today Prince George's County Executive, Wayne K. Curry

signed an Executive Order establishing a COMMUNITY TASK FORCE ON POLICE ACCOUNTABILITY to

review and provide recommendations on specific practices and procedures of the Prince George's Police

Department. The Task Force will include representatives from a broad range of community organizations

and citizens throughout Prince George's County. "I am confident that the Police Task Force will carefully

evaluate law enforcement practices in question with objectivity and steadfast resolution," stated County

Executive Wayne K. Curry.

The Community Task Force on Police Accountability will be co-chaired by The Honorable Howard S.

Chasanow, a retired judge from the Maryland Court of Appeals, Maryland's Highest Court and Dr. Ronald

Williams, President of Prince George's Community College. Curry elaborated "I believe their impeccable

leadership skills will play a key role in keeping the Task Force focused on these important issues, as well as

providing a comprehensive report of their findings." Curry anticipates the balance of the task force to be

completed by May 31st.

The Task Force will evaluate the following:

Citizen attitudes toward police

The process for filing citizen complaints and investigation thereof by the Internal
Affairs Division

-more-

14741 Governor Oden Bowie Drive, Upper Marlboro, Maryland 20772
(301) 952-4131
TDD (301) 925-5167

The role and authority of the Citizens Complaint Oversight Panel and Human Relations Commission in the investigation of citizen's complaints

Recruitment, selection and training of new police officers and in-service training after hiring

Policies and practices regarding use of force

Disciplinary procedures as they relate to citizen complaints

Community relation programs

The Community Task Force on Police Accountability is being asked to provide a report of their recommendations to the County Executive by October 1, 2000.

The Executive Order is attached with the list of organizations.

# # #

THE PRINCE GEORGE'S COUNTY GOVERNMENT

OFFICE OF THE COUNTY EXECUTIVE

EXECUTIVE ORDER
No. 7 – 2000

WHEREAS, Section 506 of the Charter for Prince George's County provides for the County Executive to appoint, for designated periods of time, advisory boards of citizens of the County who shall assist in the consideration of County policies and programs; and

WHEREAS, the County Executive has determined that it is appropriate to convene a Community Task Force on Police Accountability for the purpose of reviewing and making recommendations on certain practices and procedures of the Prince George's County Police Department; and

WHEREAS, the membership of the Task Force shall be broadly representative of Prince George's County; and

WHEREAS, the co-chairs and citizen members of the Task Force shall be appointed by the County Executive; and

WHEREAS, the County Executive shall select representatives from nominations by the community organizations named herein; now, therefore,

IT IS HEREBY ORDERED that the Community Task Force on Police Accountability is hereby established, and the following individuals and representatives are hereby designated as members of the Task Force:

The Honorable Howard S. Chasanow – Co-Chair

Dr. Ronald A. Williams – Co-Chair

Prince George's County Council
Chair or Designee

Prince George's Delegation, General Assembly of Maryland
2 Representatives

Maryland Municipal League
Representative

Executive Order No.   – 2000

Office of the State's Attorney
Representative

Citizen Complaint Oversight Panel
Representative

Prince George's County Human Relations Commission
Representative

Prince George's County Department of Family Services
Representative

Prince George's County Police Department
Representative

Fraternal Order of Police, Local 89
Representative

National Association for the Advancement of Colored People
Representative

Prince George's Chapter, American Civil Liberties Union
Representative

Interfaith Action Communities
Representative

Casa of Maryland
Representative

Prince George's Chamber of Commerce
Representative

The National Conference for Community and Justice
Representative

Prince George's County Board of Trade
Representative

Prince George's County Bar Association
Representative

Executive Order No.   - 2000

J. Franklyn Bourne Bar Association
Representative

Hispanic Resource Center
Representative

Up to 5 Citizen Members

   BE IT FURTHER ORDERED that the Task Force shall review and evaluate the following areas relating to the Prince George's County Police Department:

- Citizens' attitudes toward the police

- The process for filing citizen complaints and investigation thereof by the Internal Affairs Division

- The role and authority of the Citizen Complaint Oversight Panel and the Human Relations Commission in the investigation of citizen complaints

- Recruitment, selection and training of new police officers and in-service training after hiring

- Policies and practices regarding use of force

- Disciplinary procedures as they relate to citizen complaints

- Community relations programs

   BE IT FURTHER ORDERED that the County's Chief Administrative Officer shall provide staff support and resources to assist the Task Force in their work.

   BE IT FURTHER ORDERED that the Task Force shall provide a report and recommendations to the County Executive by October 1, 2000.
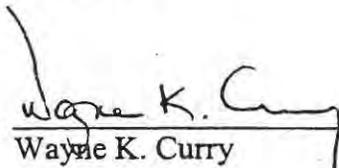
Wayne K. Curry
County Executive

EXECUTIVE ORDER
NO. 17 – 2000

September 29, 2000

WHEREAS, Section 506 of the Charter for Prince George's provides for the County Executive to appoint, for designated periods of time, advisory boards of citizens of the County who shall assist in the consideration of County policies and programs; and

WHEREAS, Executive Order 7-2000 dated May10, 2000 established the Community Task Force on Police Accountability and ordered the Task Force to review and evaluate certain policies and procedures of the Prince George's County Police Department; and

WHEREAS, Executive Order 7-2000 further ordered the Task Force to provide a report and recommendations to the County Executive by October 1, 2000; and

WHEREAS, it is now necessary and appropriate to extend the time allowed for submission of the Task Force's report and recommendations to the County Executive; now, therefore,

IT IS HEREBY ORDERED that the time allowed for submission of the Community Task Force on Police Accountability's report and recommendations to the County Executive by Executive Order 7-2000 dated May 10, 2000 be extended until December 31, 2000.
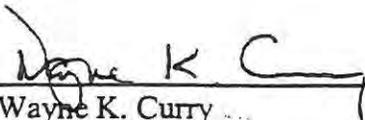
Wayne K. Curry
County Executive

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