

CITY OF MINNEAPOLIS

Training Needs Assessment for Minneapolis Police Department



PREPARED FOR

Ms. Leah Bird
Manager, Special Projects and Business Specialist
City of Minneapolis Police Department Implementation Unit
350 S. 5th St., Room 116
Minneapolis, MN 55415

Date: January 5, 2024

PREPARED BY

Jensen Hughes, Inc.
10 S. Wacker Dr.
Suite 1300
Chicago, IL 60606



January 5, 2024

Ms. Leah Bird
Manager, Special Projects and Business Specialist
City of Minneapolis Police Department Implementation Unit
350 S. 5th St., Room 116
Minneapolis, MN 55415

Dear Ms. Bird,

Please find attached the final report detailing the results of Jensen Hughes's independent training needs assessment for the Minneapolis Police Department (MPD). Specifically, we reviewed the department's policies, procedures and practices regarding the delivery of training. This assessment occurred within the context of the department's compliance goals for the settlement agreement with the Minnesota Department of Human Rights.

We note that MPD members were helpful and engaged during our review. Their training knowledge and experience with MPD training practices, protocols and delivery helped inform our analysis.

We believe our work and insight will help MPD be successful in achieving its training goals now and in the future.

We place enormous value on the trust you have extended to us in this matter and look forward to supporting your requirements in the future.

Sincerely,

Jensen Hughes



Debra K. Kirby
Global Service Line Leader

Table of Contents

INTRODUCTION.....	4
KEY OBSERVATIONS	7
OVERVIEW.....	10
Law Enforcement Training and Challenges.....	10
Aligning Training with Organizational Objectives.....	11
Effective Use of Adult Learning Principles in Training	11
Curriculum Integration and Community Involvement	13
MINNEAPOLIS POLICE DEPARTMENT TRAINING CONTEXT	14
State of Training.....	14
Minnesota Licensing	14
Training Requirements.....	14
Minneapolis Police Department Training Division	17
Academy Training	17
Field Training Officer Program.....	18
In-Service Training.....	19
Supervisor Training.....	21
Community-Based Training.....	22
Minneapolis Police Department’s Training Priorities, Principles and Goals.....	23
Making Training Matter.....	24
Accountability.....	24
Principles.....	24
Goals.....	25
Review of Curriculum and Processes	25
Application of Adult Learning Principles.....	26
RECOMMENDATIONS	27
APPENDIX A: PROJECT TEAM.....	31

Introduction

STRATEGIC CONTEXT

The Minnesota Department of Human Rights (MDHR) investigated and found the City of Minneapolis and the Minneapolis Police Department (MPD) engaged in a pattern or practice of race discrimination. A negotiated settlement agreement was ultimately reached by the parties. The settlement agreement specifies reforms to MPD's policies, training, supervision, wellness and accountability systems.¹ Jensen Hughes was hired to conduct an assessment of MPD's training and its capacity to deliver the training requirements under the settlement agreement. The guiding principles of the settlement agreement regarding training are detailed in Part 7, Section I.² They are summarized as follows:

"[T]he parties agree that effective and quality training is an essential prerequisite to nondiscriminatory, constitutional policing which results in better public safety. MPD and the City recognize that to support a culture of continuous learning, employees benefit from receiving high-quality training delivered through a variety of innovative pedagogical methods. Training allows MPD to set clear expectations to reinforce an organizational culture which emphasizes the value of humanity, dignity, de-escalation, and the civil rights of individuals."

"Effective training occurs when officers have an opportunity to learn how to implement policies and legal requirements in a manner which promotes procedural justice. It is imperative for officers to practice skills in scenario-based, tactical settings so they have experience before they are expected to do something similar in the field for the first time." The MPD has been operating under a national spotlight following the murder of George Floyd by a member of the department. The impact of the prolonged attention and scrutiny has manifested itself in several ways. MPD reports widespread retirements, resignations, stress-related injuries and job fatigue have a direct impact on their operations. In September 2019, the MPD was staffed with 880 sworn officers. As of December 2023, MPD is staffed with 512 full-duty sworn officers.

The reduction in staffing presents significant training challenges – for training staff, existing officers and new hires. There is an acute need to hire, equip and train future officers to fill the vacant positions for sworn officers. Current officers must receive ongoing training to meet Minnesota peace officer licensing requirements. Additionally, MPD must deliver the additional training required under the settlement agreement.

The settlement agreement also mandates that MPD's Training Division conduct an annual needs assessment. The needs assessment requires, among other things, information reviewed by the MPD Review Panel. This panel was not in place during our assessment; however, its input should be included in future assessments.

Our team noted the professionalism and focus of the MPD members interviewed throughout this assessment. From the top levels of the department to the newest recruits, we heard a genuine desire to make the MPD the best place it can be to provide the highest standard of services for the City of Minneapolis.

¹ State of Minnesota v. City of Minneapolis, 27-cv-23-4177 (2023). The Hennepin County District Court endorsed the settlement agreement as a court-enforceable order on July 13, 2023.

² Ibid

ASSIGNMENT: WHAT YOU ASKED US TO DO

Jensen Hughes was asked to perform the following tasks:

- + Identify training priorities, principles, and broad goals.
- + Identify deficiencies in the use of adult learning principles in curriculum materials and training delivery and recommend improvements.
- + Recommend necessary training resources, including instructors, curricula, equipment and training facilities.
- + Recommend subject areas and the frequency of various types of MPD training, including supervisory training for sergeants, lieutenants, inspectors and command staff.
- + Recommend which aspects of training can be delivered in a decentralized manner, such as e-learning, and which training must be delivered in-person and/or through more intensive, centralized delivery so the training is effective and understood by trainees while integrating adult learning techniques.
- + Recommend a process to assess the content and delivery of all MPD training.
- + Recommend processes for reviewing and, as necessary, revising relevant trainings following a critical incident, an after-action report and/or near-miss incidents.

METHODOLOGY AND ACTIONS TAKEN

Our assessment methodology was driven by the objective to obtain a holistic understanding of the quality and effectiveness of training offered, delivered and received by members of the MPD. The analysis included document reviews, interviews of MPD personnel and external stakeholders, and one on-site visit. Our team assessed critical training received by academy/policy officer trainees, new officers in field training, tenured officers, supervisors and those responsible for delivering field training to new officers. The information gleaned was then measured for compliance with:

- + MPD policy.
- + MPD oversight entities.
- + MDHR settlement agreement.
- + Minnesota Peace Officer Standards and Training (POST) Board.
- + Applicable legal requirements.

DOCUMENT REVIEWS

Our review of hundreds of documents included:

- + Department policy.
- + Academy training schedules.
- + Training course lesson plans.
- + Minnesota POST Board Professional Peace Officer Education Learning Objectives.

- + Course attendee evaluations.
- + Training officer daily observations and end-of-cycle evaluations.
- + Trainee evaluations of training officers.
- + Instructor selection and retention protocols.

INTERVIEWS

We interviewed more than 50 people to gather various perspectives in support of this engagement. Interviews were conducted in person, over the phone and via digital communication platforms.

Included in these interviews were:

- + Members of MPD staff from all ranks.
- + Training academy staff, in-service instructors, and cadets.
- + Labor organization representatives.
- + Representatives from the City Attorney's Office.
- + Representatives from the Office of Community Safety and Office of Police Conduct Review.

Interviews included direct participant engagement and focus group formats for some interviews. All interviews summarized in this report are non-attributional.

ON-SITE OBSERVATIONS

We conducted one site visit during this project. Our team spent more than 100 hours with various MPD members tasked with training responsibilities. Evaluations included:

- + Academy/pre-service training facilities.
- + Interactions among MPD training staff.
- + Training environments.
- + Training resources and aids.

Key Observations

1. The Minneapolis Police Department's training academy has taken positive steps towards improving its training delivery and capacity to deliver high-quality training to MPD sworn personnel.

While the Minneapolis Police Department (MPD) continues to face challenges related to compliance with the settlement agreement, the department has initiated the effort to build a comprehensive analysis of the training delivery and compliance with the agreement. This includes completed training, required training and identifying qualified trainers. The MPD has also implemented an instructor development course. Participation is required for MPD instructors. We believe this practice can assist MPD in formalizing curriculum development and ensure consistency in training delivery, consistent with adult learning principles.

2. MPD has incorporated the feedback from the audit of the field training officer program, conducted in 2021 by the city's internal audit department, into its policy manuals. However, the department does not consistently provide training for field training officers.

Field training officers (FTOs) are not currently provided with the settlement agreement required 40-hour training. There is a lack of training designed to improve their counseling, coaching and mentoring skills to improve field training for new hires. Furthermore, FTOs are not given timely information about new techniques or policies taught in the academy. This can cause confusion in the field when an officer in training acts differently than expected by the FTO because they were taught a different approach in the academy. The MPD has not been successful in finding experienced officers to become FTOs. Finally, while the settlement agreement appears to require FTO testing, the MPD does not currently use a test as a qualification for FTOs.

3. The settlement agreement has a time-bound training delivery requirement that will place pressure on MPD to deliver training in a timely manner.

The settlement agreement requires the MPD to deliver more than 152 hours of training per officer, covering 10 different categories, by November 10, 2024. This is in addition to the 48 hours of credits each officer must receive every three years to obtain their Peace Officer Standards and Training (POST) certification and any specialty training officers may receive related to their duty assignments. The settlement agreement also requires all training to be reviewed and approved by the Minnesota Department of Human Rights (MDHR) and Independent Evaluator prior to implementation. No training has been reviewed or approved as of this report.

4. The MPD's critical decision-making model, which includes key principles of modern policing, is not incorporated in department-led training.

The MPD's critical decision-making model (CDM) provides a framework for officers to employ critical thinking and a decision-making process during critical incidents and tactical situations. This model identifies the sanctity of human life as a foundational principle. However, the model has not been fully incorporated into department training, the field training officer (FTO) program or department philosophy. For example, the sanctity of life principle referred to in the CDM should permeate the values of the department. The CDM could serve as an appropriate vehicle for curriculum integration, as it would provide a framework to bring various course topics into the decision-making process.

5. Staffing shortages in the MPD, including the Training Division, may impact MPD's ability to meet the requirements of the settlement agreement.

The Training Division does not have adequate resources or staff to meet the immediate needs of developing a curriculum that conforms with adult learning principles. MPD relies upon subject matter experts within the department to deliver formal training. However, staffing shortages affect the ability to schedule operational staff to supplement the Training Division. The MPD does not regularly use outside training vendors or trainers, including community members, who can support department training requirements.

6. The MPD does not have a master training schedule that coordinates routine mandatory training and training requirements of the settlement agreement.

The MPD does not have a full training schedule that covers the entire year, thereby identifying resource needs in advance. The Minnesota POST Board mandates that departments train to proficiency for certain skills but does not provide the number of required hours or specific standards of proficiency, leaving that discretion to the police department trainers. Training is often scheduled on an ad hoc basis in response to recent events, rather than as part of a planned effort. Without an annual training plan, managing the schedules of trainers and students becomes much more difficult. As a result, some important training requirements such as handcuffing and defensive tactics are scheduled for short periods of time, which does not allow for the repetition necessary to master certain skills. In addition, MPD does not coordinate roll call training, resulting in a missed opportunity to ensure consistent training messages throughout the department.

7. The MPD does not incorporate adult learning principles or scenario-based training into most of its courses of instruction.

Much of the training delivered by the MPD consists of PowerPoint presentations and lectures, rather than small group discussions, problem-solving exercises, scenario-based exercises and other active learning techniques. Online training offered by the MPD and the Peace Officer Accredited Training Online (PATROL) is self-paced and may not lend itself to a comprehensive understanding of the subject matter.

Additionally, not all MPD training approaches sufficiently distinguish between information, education and training. Information refers to content that can be accessed as necessary to perform a task or confirm a fact. Education is the process where the learner interacts with the information in some way, and training occurs when the newly acquired skill is practiced until meeting an identified standard. Objective performance outcomes should be assessed to determine the appropriate method of delivery to achieve the desired result.

8. MPD's training academy is not conducive to delivering modern police training, including scenario-based training.

Scenario-based training is a foundational adult learning concept, and creating environments that mirror the environment officers will experience in the field is fundamental. Law enforcement actions that arise out of traffic stops, foot chases, vehicle searches, unruly crowds and pedestrian interactions present some of the greatest liability to cities and their police departments. The current training facility is located in a residential neighborhood, which limits the ability and type of scenario training that occurs outdoors.

Other limiting factors are classroom size restrictions, the lack of modern training technology infrastructure and an emergency vehicle operation facility, and non-potable water.

9. The MPD does not use a formal process for evaluating training and obtaining feedback from students.

Curriculum design and implementation should be informed by stakeholder input. Student feedback is fundamental in assessing the effectiveness of training. Feedback should be leveraged to improve the quality and utility of training. Course instructor insights regarding students' responses to training add additional value to the evaluation process.

10. MPD has not clearly communicated the details of the settlement agreement, including the training requirements and its plans to address the settlement requirements, to most department members.

MPD leadership has not ensured their personnel have a full understanding of the requirements of the settlement agreement nor how the agreement would impact them in the performance of their duties. While members were advised to review the settlement agreement, leadership did not afford its members the opportunity for question-and-answer sessions. As such, some MPD members feel unsupported by leadership, may be reluctant to buy into changes made by the department and may not necessarily understand the value of training as a foundation of the department.

11. MPD does not hold all members accountable for attending mandatory training.

MPD does not maintain complete records for training conducted by all specialty units, and it is reported that officers leave early or do not participate in training. This limits the ability to shift MPD culture as anticipated through the training requirements of the settlement agreement. Further, the importance of training is devalued, morale is negatively impacted and members of the department, and by extension, the community, lose the benefit of a well-trained agency.

12. MPD does not have an established process for ensuring newly promoted supervisors receive timely formal training consistent with the rank's expectations and responsibilities.

There has been no formal supervisory training conducted for any newly promoted supervisors since 2022. Some interviewees reported ending one work shift as a member of a team and then being tasked with the responsibility of leading the entire team the next shift, without receiving any training. There are obvious critical vulnerabilities associated with placing untrained individuals in charge of high-liability operations.

13. MPD's Training Division has no formal role in evaluating critical incidents.

Critical incidents can have a significant impact on an organization and are worthy of analysis to identify training successes and failures. MPD training cadre members are positioned to compare the field performance of officers during critical incidents with established training standards. The assessment can inform what changes are necessary to address training gaps. Equally as important, employed tactics that are proven to be effective can be reinforced in the training environment.

Overview

LAW ENFORCEMENT TRAINING AND CHALLENGES

In policing, training is generally the universal term used when discussing the process of transferring information and skills to class participants. To be effective, police learning should encompass both education and training. Education can be viewed as the process of creating a knowledge base and theoretical understanding that helps develop a sense of reasoning, understanding and intellect. Training can be viewed as the process of imparting specific skills to a person or developing their ability to apply knowledge appropriately when making decisions. Quality training consists of both. This aspect of training is important because simply teaching skills without the theoretical knowledge that leads to the understanding of why, how and when skills should be applied contributes to less-than-optimal decision-making in the field. Understanding theory absent the necessary skill set to apply what is learned is equally ineffective.

Most learning challenges apply across a variety of perspectives, and the traditional methods of police training are not immune from them. Insufficient prior knowledge of instructors is one area that proves to be a challenge; therefore, the assessment team looked at the training requirements and credentials of instructors providing Minneapolis Police Department (MPD) training. Effective instructors identify course content that makes efforts to address participant misconceptions about the subject matter being discussed. Without addressing the presence of participant misconceptions, they may misunderstand course content, or worse, disregard the relevance of new knowledge or skills being taught. This is extremely problematic because misconceptions are often exceedingly resistant to correction, which may be exacerbated by the policing subculture that has many long-held, but incorrect, beliefs not supported by research.

Training consumes a vast amount of a police agency's resources, and the training required of the MPD through the settlement agreement will undoubtedly put additional strain on the department's available resources. To save both time and money, there has been a movement throughout policing to offer training through online learning platforms. Offering online training is appropriate for some topics; however, depending on the type of learning that is needed, it may be an ineffective learning strategy. If the aim of training is to reduce errors in performance and decision-making by officers, it is important to understand that different types of error prevention require different training methodologies.

Knowledge-based errors are categorized as mistakes resulting from a lack of knowledge or the incorrect application of knowledge.³ Training to prevent these types of errors may be appropriate for lecture or online learning; however, the training should have a component that assesses the application of that knowledge.

Rule-based errors occur when officers apply a good rule to the wrong situation. Their actions match their intentions, but the wrong outcome is achieved based on the misapplication of a rule.⁴ These are generally decision-making errors and are not well-suited for lecture or online training because decisions are being made in a controlled, closed environment. To prevent these types of errors, scenario-based training is recommended, but lectures supplemented by role-playing and debriefing can also be effective.

³ Reason, *Human Error*.

⁴ Reason.

Skill-based errors occur when officers fail to apply a specific skill correctly to do what is supposed to be done.⁵ These can be caused by a lapse of memory, cognitive overload or a lack of skill development.⁶ Online training or lectures are not sufficient to prevent these types of errors. As an example, an officer may demonstrate sufficient skills with a firearm but be unable to shoot accurately in a high-stress situation. Online training or lectures describing when an officer may shoot and how to handle a firearm properly would not be sufficient.

ALIGNING TRAINING WITH ORGANIZATIONAL OBJECTIVES

The first consideration in assessing MPD's training is ensuring that all training satisfies any statutorily mandated requirements and acts in concert with the organization's strategic plan. When training is mandated by law, it should still be delivered in a manner consistent with the vision, mission, values, policies and goals of the MPD. Clear connections to statutory mandates and organizational strategy should be identifiable in MPD lesson plans as part of a stated purpose for the training. Tying training to MPD's mission and values illustrates the department's leadership supports training initiatives and that training is not seen as an ancillary function but instead is an integral function of organizational success. This consistency helps create an understanding of purpose necessary for instructors to develop appropriate course content and for class participants to grasp the significance of individual training classes in the overall strategic context of the agency. Understanding why a particular course is delivered is important in increasing participants' desire to learn and illustrates how that course is applicable to their daily work, which are two components of adult learning principles.

EFFECTIVE USE OF ADULT LEARNING PRINCIPLES IN TRAINING

Adult learning principles are based on five assumptions about adult learners:⁷

- + Due to their mature developmental stage, they have a self-concept that allows them to take part in directing their own learning.
- + Adults have a vast array of experiences to draw on as they learn.
- + Many adults have reached a point in which they see the value of education and are ready to be serious about and focused on learning.
- + Adults are looking for a practical reason to learn, a problem-centered approach to learning and seeking education for specific practical reasons.
- + Adults are internally motivated.

Based on these five assumptions, effective training should recognize adults are self-directed and should have a say in the content and process of their learning. Since adults bring a vast amount of experience to the training environment, their learning should focus on adding to what they have already learned and, alternatively, unlearning previously held misconceptions and erroneous information. Instructors must be especially adept at taking theoretical material and delivering it in a manner that clearly demonstrates how the adult learner can it apply it practically to solve problems.

In addition to stating the purpose of each training class, MPD lesson plans should have clear goals, objectives and learning outcomes, and they should be reinforced throughout the training delivery to optimize learning. The

⁵ Reason.

⁶ Schmidt and Lee, *Motor Learning and Performance: From Principles to Application*. Schmidt, Richard A., Lee, Tim: Books.

⁷ "Andragogy - Adult Learning Theory (Knowles) - Learning Theories."

learning goals contain general statements about desired skills, knowledge and abilities participants need to perform successfully upon completing the course. Learning objectives are the specific statements describing what students are intended to be able to do after taking the course. Learning outcomes are explicit statements describing the learning that participants will have achieved and be able to demonstrate after completing the course.

An effective training curriculum examines the goals, objectives and learning outcomes of a course and compares them to the course content and delivery methodologies. For any curriculum, foundational knowledge needed to foster understanding and remember information, ideas and perspectives must be presented to form the basis for higher levels of learning among the participants. After foundational knowledge is presented, the application of that knowledge should be applied to real-life situations through critical and creative thinking, problem-solving, performance and skill attainment so that foundational knowledge becomes useful.

Once class participants are assessed and demonstrate the requisite knowledge and the ability to apply it, training classes should be geared toward developing participants' ability to integrate what is learned in the controlled classroom environment with their life experiences to put knowledge and skills into a real-world context. By associating lessons learned with life experiences, learning becomes more powerful. Learning moves from the theoretical to the practical, which makes course content relevant to the learner. This also creates a greater likelihood of knowledge retention over time. By viewing learning through a practical lens, participants also can apply a human dimension to their learning. This provides them with insight into the personal and social implications of what they have learned, thus giving learning real significance as participants learn about themselves and others and learning becomes internalized.

If participants grasp the human dimensions of the application of their newfound knowledge and skills, they will be well-positioned to care more deeply about what they are learning, which provides interest, energy and desire to learn more about a subject and about making it part of their lives and internal belief system. By viewing training curricula through this lens, MPD can create a culture of learning whereby participants view training not as a process of satisfying a requirement but as an opportunity for personal and professional growth and development.

To foster meaningful and lasting learning worthy of the effort given by students and participants alike, MPD training should go beyond mere information transfer and the application of skills. Classes should be conducted in a manner that develops participants' abilities to apply their learning in different contexts or situations. The nature of police work is dynamic and ambiguous at times, so learning should not simply be a linear process of "if x, then y." This underscores the significance of training that develops higher-level thinking and processing of information necessary for decision-making that is consistent with MPD's strategic philosophy and purpose.

The Community Oriented Policing Services (COPS) Office of the U.S. Department of Justice recently published research on improving learning outcomes in police academy training.⁸ While the study focuses on recruit training, we believe the concepts are transferable to the training required by the settlement agreement and assessed the extent to which MPD currently engages in integrated training curricula.

Identifying the appropriate ratio of students to instructors largely depends on the training topic. A single trainer can instruct a relatively large group of trainees on topics that are only intended to transfer information (e.g.,

⁸ Beer-Maxwell, Dianne, Jon Blum, Timothy Bonadies, Jessica Herbert, and Peggy Schaefer. 2023. *Improving Learning Outcomes in Police Academy Training*. Washington, D.C.: Office of Community Oriented Policing Services.

policy changes, case law updates.). Training involving the application of skills or knowledge, including through physical performance, generally has a lower student-to-instructor ratio.⁹

Other factors to consider when determining appropriate trainee-to-instructor ratios include the experience of the learner, the inherent risks associated with the training subject and whether the purpose of the training is to enhance an already existing skill or to teach an entirely new one. Experienced officers generally require less foundational instruction than recruits or officers in training (OITs).

CURRICULUM INTEGRATION AND COMMUNITY INVOLVEMENT

Most police training is delivered in topic-centric classes with little or no connection between concepts, despite significant content overlap. With the number of hours required to comply with the training mandates contained in the settlement agreement, the integration of curricula may be an approach that MPD should consider due to the current staffing constraints and the resources necessary to complete the required training. Existing research from other professions recommends integrating or reinforcing foundational and overlapping content to help people retain critical knowledge and skills.

Curriculum integration is the process of combining the content of different disciplines typically taught separately. This provides learners with problem-solving skills, encourages critical thinking and positively impacts performance on knowledge measurements. The settlement agreement does not explicitly call for curriculum integration; however, the overarching goal of the settlement is to facilitate an improved relationship between MPD and community members. By providing training that can be delivered in a more efficient manner and that provides enhanced knowledge retention, embracing the concept of curriculum integration would be an appropriate means of working toward the stated goals of the settlement.

To build community trust and enhance police legitimacy, police departments need to be transparent with the public relative to police operations. Police training is one area of operations that is not always understood by the public. Conversely, police training development does not always take the wants, needs and desires of the public into consideration. By including members of the public in the development and/or delivery of training, MPD can capitalize on the opportunity to bridge the relationship gap that has led to the settlement agreement. We identified opportunities for such collaborations and offered recommendations to help MPD close that gap.

Successful compliance with the settlement agreement starts with training. It is imperative that any philosophical, operational, administrative or performance changes needed to satisfy the settlement agreement are clearly identified and that appropriate education and training are provided to MPD members to ensure success. Compliance with the provisions of the agreement can be viewed as a snapshot in time and can be achieved without necessarily achieving the desired behavioral or cultural changes that are the true purpose of the agreement. This can only be achieved through quality training that results in the successful transfer of knowledge and skills coupled with the internalized belief in why they are necessary and important.

⁹ POST Guidelines for Student Safety in Certified Courses, California Commission on Peace Officer Standards and Training (2019) accessed at https://post.ca.gov/Portals/0/post_docs/publications/Student_Safety_Adopt.pdf

Minneapolis Police Department Training Context

STATE OF TRAINING

Minnesota Licensing

Police officers in the State of Minnesota are licensed by the Minnesota Peace Officer Standards and Training (POST) Board. To be eligible for licensure, candidates must complete a Professional Peace Officer Education (PPOE) Program and Psychomotor Skills Training (PST). This training takes 21 to 23 weeks to complete and is facilitated by certified institutions of higher education located in 30 different colleges and universities throughout the state. MPD-hired cadets receive their training at Hennepin Technical College. Although some of the instructors are current or former MPD officers, the training at Hennepin Technical College is not specific to the City of Minneapolis. MPD cadets are trained in federal and state statutes, pertinent case law that impacts policing, foundational legal principles, basic interview and investigative techniques, emergency vehicle operation, and other general law enforcement functions and responsibilities.

Minnesota state law does not require police officers to receive additional training beyond the PPOE and PST to obtain a peace officer license. However, following the completion of PPOE and PST, the MPD requires all officers to attend an in-house police academy before being released into the field training officer (FTO) program. MPD provides those without prior policing experience 16 to 17 weeks of in-house police academy training. Previously licensed officers who transfer to the MPD from another policing agency are required to attend four weeks of orientation before beginning the FTO program. The academy training is designed exclusively for MPD personnel. Instruction is provided by a full-time academy instructor cadre, MPD experts from various disciplines and lawyers from the city attorney's office. Academy training covers physical training, ethics, emotional wellness, force options, defensive tactics, police radio etiquette, criminal investigations, patrol operations, search and seizure, and other important aspects of policing in Minneapolis.

Upon graduating from the academy, officers in training (OIT) are partnered with an FTO and begin performing the duties of a police officer. This phase of an officer's training is facilitated through the FTO program. As is the case with academy training, the length of time officers who have previous experience remain in the FTO program is shorter than inexperienced officers. Experienced officers spend approximately three months with a training officer before being deemed field qualified. For a newly licensed officer to obtain this status, they must spend five months in the program and prove their competency during an official 10-day evaluation period before being allowed to operate as a solo independent officer.

Training Requirements

The State of Minnesota requires sworn police officers to complete 48 units of law enforcement-related continuing education every three years. Some of the 48 units must be spent on specific training topics, and others are considered elective.

Within the 48 units of training required for license renewal, active licensed officers are statutorily required to complete at least 16 approved mandatory learning objective credits in the following categories to renew their licenses.

Mandatory Learning Objectives	Minimum Credits Required
Crisis Intervention and Mental Illness Crises	6
Conflict Management and Mediation	1
Recognizing and Valuing Community Diversity and Cultural Differences to Include Implicit Bias	1
Autism	4
Crimes Motivated by Bias	1
Officer Wellness	1

Two credits are elective and can be taken in or part of these six categories.

Active licensed officers are also required to complete the following training:

Mandatory Training	Minimum Credits Required	Frequency
In-Service Use of Force and Firearms	1	Annually
Emergency Vehicle Operations Course (EVOC)	8	Every five years

These are minimal training requirements that all licensed, sworn police officers in the State of Minnesota must complete every three years. However, all officers are not on the same three-year renewal cadence, which makes the job of monitoring individual MPD officer compliance with the training mandates complex. The MPD employs a full-time civilian training supervisor to help ensure all MPD officers maintain valid licenses.

In addition to the state-mandated training requirements, officers must also complete regular training proficiencies for special assignments or deployments (e.g., horse-mounted detail, K-9, special weapons and tactics, hostage negotiations and trainer certifications).

The City of Minneapolis and the MPD also mandate additional training for officers. As a result of the negotiated settlement between the MDHR and the City of Minneapolis, MPD will be required to conduct substantially more training for recruits and licensed officers.

The table on the following page lists the training required by the settlement agreement.

Paragraphs	Course Description	Mandated Course Duration (hours)	Required Completion Date	Annual Mandated Follow-up Training	Additional Requirements for Supervisors
199-208	Use of Force	16	November 10, 2024	8	Force Review and De-escalation Principles
207	Active Bystandership for Law Enforcement	Non-specific	November 10, 2024	Annual requirement/non-specific in duration	
209-212	Stops, Searches, Citations, and Arrests	16	November 10, 2024	4	Training on review of officer enforcement contacts
211 a-c	Obstruction of Legal Process and Disorderly Conduct	Non-specific	November 10, 2024	Annual requirement/non-specific in duration	
213-215	Non-discriminatory Policing	16	November 10, 2024	8	
216-224	Field Training Officer Program: Field Trainers	40	May 8, 2024	8	
225-230	Supervisor Training	Non-specific	November 10, 2024	Annual requirement/non-specific in duration	Required for new and current supervisors
231-234	Police Misconduct Investigator Training	16	May 8, 2024	8	Training hour requirement is for investigators
235 a-e	Engaging with Minors	Non-specific	May 8, 2024		
236 a-e	Crisis Intervention Training (In-service Training)	8	November 10, 2024	8	
237	Crisis Intervention Training (City Dispatch in-service)	Non-specific	November 10, 2024	Annual requirement/non-specific in duration	
Total training hours required to be conducted by November 10, 2024		152	Total training hours to occur annually thereafter		52

The settlement agreement also mandates that all new and current instructors receive, "...initial and annual refresher training on subjects including, but not limited to, effective teaching, adult learning techniques, and curriculum development." To comply with this requirement, MPD plans to require that instructors are trained in the specific subject matter they are assigned to teach and, as appropriate, are cross-trained in other related subjects so they are equipped to deliver effective interdisciplinary instruction."¹⁰

Minneapolis Police Department Training Division

A police commander is responsible for managing MPD's Training Division. The position was unfilled for an extended period and until recently, two police lieutenants shared the responsibility of commanding the division.

The division is structured into two distinct functions: the academy/FTO program and in-service training. Combined, these programs deliver approximately 8,000 hours of in-person training annually. The full-time training staff split time between academy and in-service training responsibilities. The full-time academy staff consists of two sworn officers, and the in-service training section is staffed with seven sworn officers, four of whom are assigned specifically to the range and do not assist with non-firearm-related training. As a result, the MPD relies heavily on part-time trainers; part-time trainers are department members with regular duty assignments outside of the Training Division who conduct training as a collateral assignment. The MPD full-time training cadre is comprised of trained police professionals. However, the staffing shortage impacts felt throughout the MPD are also realized in training. MPD's Training Division no longer has the staffing resources needed to train OITs and in-service officers simultaneously without reassigning part-time trainers from other divisions within the MPD.

The MPD's training facility is a converted elementary school centrally located in a residential neighborhood. In addition to academy and in-service training, the building is also occupied by the Special Weapons and Tactics (SWAT) Team, MPD Officer Wellness Program and multiple specialty units. Although MPD has made use of the available space, the facility poses challenges that limit the delivery of effective training. Based on the building's neighborhood location, outdoor scenario-based training is difficult. Scenario-based training is a foundational teaching technique, and creating environments that mirror the environment officers will experience in the field is crucial. Law enforcement actions that arise out of traffic stops, foot chases, vehicle searches, unruly crowds and pedestrian interactions present some of the greatest liability to cities and their police departments. Other limiting factors are classroom size restrictions, the lack of modern training technology infrastructure and an emergency vehicle operation facility, and non-potable water.

Academy Training

Police academy recruit classes are scheduled three times per year. Academy start dates are coordinated to conform with the Hennepin Technical College (PPOE and PST) graduation tempo. Academy training is divided into three knowledge and skill-building phases.

During our assessment, no academy classes were in session; however, our review of the academy curriculum showed MPD addresses topics consistent with modern policing trends and principles. An analysis of the hours dedicated to each course topic showed an appropriate amount of time was dedicated to familiarizing trainees with complex matters such as robbery, sexual assault and homicide investigations. Familiarization with complex topics such as these is necessary to prepare officers to gather initial information until the investigation can be

¹⁰ State of Minnesota v. City of Minneapolis, 27-cv-23-4177 (2023). The Hennepin County District Court endorsed the settlement agreement as a court-enforceable order on July 13, 2023.

assumed by a specially trained detective. More training time is dedicated to subject matters line-level officers are expected to bring to a conclusion. Some of those topics include domestic violence investigations, first aid, mobile field force training and impaired driving investigations. Significant training time is also dedicated to high-liability police activities surrounding firearms, use of force and emergency vehicle operation.

We also found training hours are dedicated to ethics, officer physical and mental health, crisis communication, community and cultural awareness, and procedural justice. The importance of training on these topics is identified in the fifth and sixth pillars outlined in the Final Report of the President's Task Force on 21st Century Policing.¹¹ The MPD is to be commended for promoting these principles to future police officers.

We identified opportunities to enhance academy training. The MPD does not currently partner with any community members or groups to facilitate training. Properly selected community-based training partners can provide unique perspectives based on lived experiences. Furthermore, normalizing interactions between law enforcement and diverse members of the community promotes trust and police legitimacy. Considerations regarding the mandate for MPD to incorporate community-based training partners are discussed in detail later in this report.

The academy not only ensures trainees obtain a foundational understanding of the organization's values and expectations. The training cadre has adapted the established critical decision-making model (CDM) to center around ethics, values and the sanctity of life. They have also incorporated this philosophy into most of the lesson plans for academy topics. The CDM should be incorporated into the FTO program and in-service training and be prominently featured in multiple locations in the training facility to promote broader awareness and organizational buy-in.

Field Training Officer Program

The FTO Program provides training for new officers over six different phases. The first phase is an orientation, with the OIT primarily watching the FTO perform police officer duties. The OIT begins to complete police reports during the second phase of training, with the FTO performing primary officer duties and operating the police car. During the third phase of training, the police responsibilities are shared between the FTO and OIT, with the OIT being responsible for all written reports. Phases four and five require the OIT to be mostly proficient in all aspects of roles and responsibilities. The final phase of training consists of the OIT performing all functions related to the job on their own. OITs become solo independent police officers upon the successful completion of all phases of training. The training is designed for the OIT to experience 84 patrol shifts, with five different FTOs assigned from two precincts.

The impact FTOs have on a new police officer cannot be overemphasized. They simultaneously teach new officers how to perform the tasks of a police officer while serving as ambassadors representing the organization's culture and norms. An officer's future performance is largely shaped by the training they received during the FTO program. Based on the critical role FTOs have in the MPD, individuals selected to serve as trainers should meet clearly identified high standards. Current requirements for officers interested in becoming FTOs include:

- + Solid performance as a patrol officer, as reflected in daily work production, commendations, supervisory evaluations and recommendations.

¹¹ Final Report of the President's Task Force on 21st Century Policing (2015). Accessed at https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

- + Strong desire to instill professional attributes in Minneapolis police OITs.
- + Minimum of two years as a police officer with Minneapolis working in uniformed patrol.
- + Must be willing to train, mentor, develop and evaluate OITs.
- + Good oral and written communication skills.
- + Attend all required FTO courses and/or training dates.
- + Must be able to document OIT's performance.
- + Must be able to perform the essential functions of a police officer.
- + Complete all components of the selection process.

The number of officers serving as FTOs has diminished significantly since 2020. Interviewees noted some of the department's more experienced officers also lack interest in becoming an FTO. This has resulted in the selection of FTOs with less tenure serving as patrol officers. We heard that some negative impacts on the program included a lack of organizational reverence for the position, inadequate compensation, job burnout, a lack of precinct-level FTO supervisor support, and pressure to advance OITs in the program despite FTOs believing additional training is required before some OITs are sufficiently prepared for the next phase of training.

Training for officers selected to become FTOs is delivered over inconsistent durations of time. Some FTOs received as little as six hours of training before beginning their assignment as an FTO. Additionally, officers are sometimes temporarily assigned to train OITs before receiving any training at all. The training discrepancies are attributed to a lack of organizational priority coupled with an inability to schedule training due to staffing.

Settlement agreement paragraphs 220 and 221 outline mandates for FTO selection and training. Most significantly, FTOs will be required to attend 40 hours of initial training and eight hours of annual training on a continual basis while assigned to the program. Nine paragraphs (216-224) directly address the FTO program. Additionally, the FTO program underwent an audit by the City of Minneapolis Internal Audit Department in 2021. The FTO policies and manuals were improved as a result; however, the actual implementation of the new procedures has not occurred.

In-Service Training

Training for MPD officers is delivered via in-person instruction and online formats. In-person instruction takes place during an officer's regularly assigned work shift and is facilitated by members of the training staff. Although the actual instruction may be delivered by a part-time trainer, the Training Division is responsible for scheduling the training, securing the training site and ensuring an instructor is available to deliver the material. Officers also receive POST-certified training and training mandated by the City of Minneapolis virtually. The online training formats allow officers to complete training on a self-assigned schedule.

In-person training occurs at different times throughout the year and includes both mandatory and elective courses. Mandatory classes include those that fulfill state and/or city mandates or those deemed critical by MPD leadership. Training that addresses defensive tactics, de-escalation, automated external defibrillator (AED), CPR, use of force, Active Bystandership for Law Enforcement (ABLE), mobile field force tactics, high-risk vehicle stop procedures, structure searches, opioid antagonist medication, counter ambush tactics, critical incident response and handcuffing have all been deemed as mandatory training over the past three years. Officers are also mandated to successfully complete an annual firearms qualification course. Elective training is

associated with specialized equipment not carried by all officers or non-mandated based on the officer's individual cycle for license renewal. These types of training include tasers, 40-mm launchers and patrol rifles.

MPD officers receive online training through two different platforms, COMET and PATROL. COMET is an e-learning platform administered through the City of Minneapolis Human Resources (HR) Department. The platform issues required citywide and MPD-specific training programs. Some courses, such as ethics and sexual harassment prevention, are produced by the HR Department. MPD-specific courses are designed by police personnel. COMET courses are not submitted for POST credits. Peace Officer Accredited Training Online (PATROL) is an e-learning platform administered through the League of Minnesota Cities (LMC). All courses are POST-accredited and officers receive training units toward their license renewal upon successful completion. The MPD uses PATROL to meet mandatory POST learning objectives. Additionally, the Training Division creates a list of required courses for all sworn officers; other courses are individually assigned based on renewal cycles and POST mandates.

The following is a partial list of PATROL online courses available to officers in 2023:

- + Use of Force Parts 1, 2 & 3: Law and Principles and Readiness.
- + Vehicle Impounds and Inventories.
- + Vehicle Searches.
- + Policing Protests.
- + Serving those with Autism Spectrum Disorder – Parts 1, 2, 3 & 4.
- + Mental Health – Parts 1, 2, 3 & 4.
- + Implicit Bias – Parts 1 & 2,
- + True North Constitutional Policing.
- + Wellness and Emotional Resilience – Parts 1 & 2.
- + 72-Hour Holds Update.
- + Preventing In-Custody Suicide Update.

All MPD officers were required to complete the first four listed courses.

Properly designed and delivered in-person training, conducted in an appropriate setting, is essential to learning and demonstrating proficiency in performance-based skills. Person-to-person interactions are a critical element in adult learning theories and cannot be entirely replaced by a virtual platform. To that end, for any mandated training that requires the acquisition of new skills or requires a demonstration of skill proficiency, in-person training should not be sacrificed for the convenience of virtual formats. Qualified outside instructors (non-MPD personnel) should be utilized for skills-based training, which exceeds the capacity of MPD trainers. As previously discussed, community-based groups or individuals should be introduced into the training unit. Trainers with experience and certifications in police-specific content will be required for some aspects of training. However, community-based individuals lacking police-specific certification can still be qualified to deliver impactful training to officers based on specialized training in mental health, conflict resolution, substance abuse disorders or unique lived experiences.

Virtual platforms are sufficient in delivering information and can serve as a useful augmentation tool for MPD training. All state and locally mandated training cannot be facilitated by the full-time instructor cadre. Additionally, individual officers require a unique training plan based on their license renewal cycle. Online training, particularly via PATROL, is necessary for the MPD to ensure all officers have access to mandated training to fulfill licensing requirements. MPD should ensure its virtual platforms can verify the student's credentials used to log in and match the identity of the individual completing the course work, ensure course videos are watched while playing, and examination answers are legitimately obtained.

Supervisor Training

Supervisor orientation training is critical to ensure organizational expectations and standards are consistent among all personnel in leadership positions. Furthermore, every employee promoted assumes a new position, including those officers obtaining command rank, with unique responsibilities. Accountability can only be established if all supervisors receive appropriate training.

Training should occur as close to the date the promotion is effective as possible. It is also appropriate for sergeants, lieutenants, commanders, inspectors and executive staff to receive additional training based on their unique positions and assignments. However, the following list includes some of the topics all supervisors are responsible for and should receive training on:

- + Accountability
- + Attendance/Sick Leave
- + Belief Systems and Motivators
- + Communications in a Diverse Workforce
- + Complaints/Administrative Investigations
- + Conflict Management
- + Counseling
- + Critical Incident Management
- + Crisis Leadership
- + Decision-Making Models
- + Disciplinary Action
- + Discriminatory and Sexual Harassment
- + Ethical Decision-Making
- + Feedback: Giving and Receiving
- + Fitness for Duty/Suicide Prevention
- + Grievances
- + Human Behavior
- + Injury/Illness Prevention/PPE
- + Insubordination
- + Leadership Styles and Theories
- + Managing Employee Performance and Conduct
- + Media Relations
- + Nepotism/Conflicting Relationships
- + Outside Employment
- + Overtime
- + Performance Evaluations/Commendations
- + Policy/Directives
- + Power and Authority
- + Public Speaking and Briefing Skills
- + Recognizing and Documenting Employee Performance
- + Retaliation
- + Role Identification and Transition
- + Stress Management
- + Team Building

Frequency of Training

Several factors impact police training. Legislative mandates, POST requirements, training venue limitations, staffing and instructor shortages, and ensuring essential functions are performed can limit a police organization's ability to conduct the desired level of robust formal training. These issues, although not a comprehensive list, present a challenge for MPD personnel responsible for developing a comprehensive plan that determines subject areas and the frequency of training.

The MPD has provided up to 24 hours of annual in-person training for the past three years. However, the settlement agreement requires initial training and then requires 28 hours of specific training annually. The number of initially mandated training hours can exceed 60 depending on the assignment of the officer or supervisor. The training topics required for all department members are Use of Force (eight hours), Stops-Searches-Citations-Arrests (four hours), Non-Discriminatory Policing (eight hours) and Crisis Intervention Training (eight hours). Although the MPD intends to use online platforms to satisfy some of the requirements, the annual in-person training requirements will require in-person classroom training.

While the settlement agreement has mandated training, MPD would be best served by engaging in an overall strategic plan for training that incorporates the input of a range of internal and external stakeholders. Overall training time, including that mandated and that which is elective training, should be focused on topics identified through an analysis of organizational needs. The data for consideration can come from reporting systems, supervisors, FTOs, the prosecutor's office, community members, emerging law enforcement trends or the police response to significant incidents within or outside of Minneapolis. Once the analysis has been completed, priority should be given to topics that represent great risk but occur infrequently and topics that jeopardize police legitimacy.

Within the strategic plan, the annual training plan then should address how and where training should occur to best use resources optimally. For example, roll call is an opportune time for supervisors to ensure officers train in a manner that further informs the mandated topics. The opportunity to provide officers with training on issues that may only impact a specific team on a specific day is invaluable. To enhance knowledge, supervisors should assign officers topics they will be responsible for researching and providing training on over a deployment period. Roll calls can also be used to pass consistent organizational messages and facilitate training on policy changes.

Community-Based Training

The settlement agreement mandates that the MPD incorporate community-based trainers into its training plan. We were informed that trainers from outside of the organization previously facilitated some instruction, but that has not occurred since the onset of the COVID-19 pandemic. In addition to potentially reestablishing connections with previous training resources, the MPD should look to broaden the number of community groups involved with training MPD academy recruits and in-service officers. During our interviews, several members of the MPD said they have given thought to groups and individuals who could meaningfully contribute. Some advocacy groups were identified as having a positive relationship with the department. Other suggestions were made to leverage relationships with coaching staff from the professional and university sports teams in Minneapolis to help in the training of FTOs and supervisors.

The ideas expressed during the interviews demonstrate forethought and initiative to satisfy an unmet existing need. These are good starting points to build on. Additional consideration should be given to including other stakeholder groups, including those with historically strained relationships with the police.

When engaging trainers outside of MPD, Training Division leaders should meet with these groups or individuals before training is delivered to MPD personnel. The MPD Training Division should review lesson plans and mutually establish clear parameters to ensure meaningful training occurs. Consideration should also be given to the concept of co-instructing, where a non-MPD and MPD member work collaboratively to facilitate training.

The California cities of Oakland, Stockton and Salinas have effectively incorporated police-community collaboration into training. The co-instructed curriculum focuses specifically on principled policing and is founded on many of the successful strategies employed by the Chicago Police Department to include community partnerships in training.¹² Additionally, the U.S. Department of Justice Community Relations Service in-person facilitated program, Strengthening Police and Community Partnerships,¹³ is another resource for the MPD to consider to further its efforts to incorporate community-based trainers into recruit and officer training.

Minneapolis Police Department's Training Priorities, Principles and Goals

Pillar five of the Final Report of the President's Task Force on 21st Century Policing speaks directly to the importance of police training and education. The report reads, in part, "As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical. Today's line officers and leaders must meet a wide variety of challenges..." The MPD is in a unique position where leaders must not only identify and develop training to prepare officers to meet the challenges associated with modern policing but also must do so in a compressed timeframe mandated by the settlement agreement.¹⁴

A top priority for the MPD should be establishing a strategic plan addressing how the training will be accomplished with an accompanying training calendar. The plan's creation should include collaboration with stakeholders from the department's executive team, Training Division, implementation unit and city attorney's office. Interviewees currently working on aspects of the settlement agreement report the feeling of doing so in a siloed manner, which sometimes results in compliance efforts being duplicated as clearly established lines of communication have not yet been established. The plan must be organizationally embraced and formally articulated to bring universal awareness throughout the department.

Additionally, priority should be given to the task of differentiating which training will be conducted by the training cadre and which will need to be outsourced. As previously identified in this report, the MPD is approximately 40% below authorized staffing levels. No area of the MPD is unimpacted by the staffing shortage. The Training Division does not have the capacity to deliver all mandated training in the timeframe established by the settlement agreement.

The strategic plan must also be developed with sufficient consideration of both the mandates outlined in the settlement agreement and those established by state law to ensure officers maintain their licensing requirements are met. Course lesson plans and instruction should be purposefully crafted to ensure training

¹² Strengthening Community-Police Relationships: Training as a Tool for Change. Accessed at https://s3.trustandjustice.org/misc/StrengtheningCommPolice_CAPSC.pdf

¹³ <https://www.justice.gov/crs/our-work/facilitation/strengthening-police-community-partnerships>

¹⁴ U.S. DOJ Building Trust Through Police and Community Partnerships. Accessed at <https://www.justice.gov/media/1129646/dl?inline>

topics mandated by the settlement agreement will satisfy state mandates whenever possible. However effective the MPD is in facilitated training that satisfies both mandates, stand-alone training must still be coordinated, specifically related to emergency vehicle operation and firearms training.

Making Training Matter

For training to bring positive and meaningful change to an organization, it must first be organizationally accepted as necessary.

During our interviews, we learned that the MPD has identified a need for enhanced training, and individual members are generally optimistic the mandated training will better position the department to serve the residents of Minneapolis. We heard from multiple officers of all ranks that they had employment opportunities outside of the MPD and/or had accumulated sufficient service years to make them eligible for retirement, but they all remained to be part of the anticipated positive change. Their commitment to the police department and the city is admirable.

We also spoke with dozens of officers who recently joined the department. Their ethnicities and backgrounds were diverse, but their reasons for becoming MPD officers were universally aligned: they all love the city and want to play a role in repairing the police department's strained reputation with the community. The widespread desire to be part of a positive change presents MPD leadership with an opportunity to create synergy in unifying the objectives and illustrates the importance of not only the pending training but also the value training will continue to have moving forward. We encourage leadership to seize this opportunity to establish overarching principles and goals for the training that align with all aspects of the organization.

Accountability

The expectations regarding attendance and participation in department training must be clearly established and supported by the highest levels of the organization. Broad participation in uniformly instructed department training is key to creating positive organizational change. If expectations are to be aligned with performance, leaders must ensure officers actively participate; attending training is not the same as participating in training. Executives also must identify which department-sponsored or facilitated training will be attended by sworn members in appointed positions.

The consequences of unsatisfactory training performance have external and internal implications. The external vulnerabilities include unnecessary financial liability and risk exposure to unacceptable conduct, which can jeopardize the department's standing in the community. Internally, it undermines the stated importance of training and results in perceived or actual disrespect to the training staff tasked with facilitating the training.

Principles

As previously identified, the Training Division has implemented a CDM model that establishes respect, professionalism and the sanctity of life as guiding priorities. These anchoring considerations promote values-based decisions and should be innovatively and consistently incorporated throughout every training opportunity provided. Solidly established values, which align with the department's overall mission and vision, provide all members of the organization with solid direction on what drives decisions and actions.

The MPD should embrace the principle of community engagement while developing and implementing training. Police-community relationships are enhanced through communication and collaboration. Consideration should be given to making lesson plans and learning objectives accessible to the public, when appropriate. To build

trust, both academy and in-service training should include community resources that bring unique perspectives to police issues. Additionally, using outside experts to augment the training cadre's capacity promotes transparency.

Goals

Police training is designed to accomplish four broad goals:

- + Teach new skills.
- + Enhance existing skills.
- + Promote awareness of patterns and trends of concern.
- + Inform department members of the impacts of legislative and policy changes.

The type of training delivered to police officers is influenced by a variety of factors, including experience, unit assignment, legislative actions, emerging trends, mandates and available training resources. However, regardless of training type, overarching goals and objectives should be established.

Training goals include what topics will be taught, identified learning objectives and how proficiency will be measured. Whenever possible, the goal of training should be to ensure students demonstrate a mastery of the identified learning objectives assessed by articulated performance standards.

REVIEW OF CURRICULUM AND PROCESSES

We compared the training topics mandated by the settlement agreement against the list of training classes provided by the MPD, both academy and in-service, from 2021 to 2023. Our analysis determined some MPD training courses address mandated topics, while others are partially included in other training topics and some mandated topics were not addressed during the assessed timeframe. The MPD routinely provides training on the use of force, supervisory use of force review, Active Bystandership for Law Enforcement and supervisor training. Although new supervisor orientation training has previously been provided, it was reduced from 40 hours to 22 hours in 2021 and has not occurred since 2022, despite numerous promotions.

Although not provided for assessment, we learned through interviews that periodic FTO courses are held for training officers. However, the courses are not scheduled on a regular basis and vary in terms of duration and course content. Some aspects of the training identified in the settlement agreement under Stops, Searches, Citations and Arrests as well as Obstruction of the Legal Process and Disorderly Conduct are addressed in patrol operations training. Non-Discriminatory Policing mandated training is specifically addressed during procedural justice training for academy students. However, the subject has not been scheduled for in-service training during the timeframe evaluated.

There were no course lesson plans submitted for evaluation that address police misconduct investigators, engaging with minors or crisis intervention training. However, the MPD does provide training in a course titled Integrated Communications, Assessment and Tactics (ICAT) to academy recruits and in-service officers. ICAT training is designed by the Police Executive Research Forum and "presents model lesson plans and support

materials in the key areas of decision-making, crisis recognition and response, tactical communications and negotiations, and operational safety tactics.”¹⁵

The MPD employs one full-time curriculum development specialist. This position will be useful in analyzing current lesson plans for settlement agreement-compliant content for inclusion into the development of mandated training curricula and in ensuring MPD training is consistent with adult learning principles. A gap analysis will also need to be conducted to determine unaddressed required aspects to ensure compliance with the agreement. Despite the full-time position dedicated to curriculum development, additional resources will need to be brought to bear if the MPD intends to develop all required lesson plans internally.

APPLICATION OF ADULT LEARNING PRINCIPLES

Effective police training occurs when students interact and are supported by the instructor facilitating the learning. Modern police training has evolved from the militaristic, teacher-centered style to a facilitator of instruction and learning format. Officers, new or experienced in policing, should be made to feel confident in asking questions of instructors or requesting remedial assistance in task mastery. Although some level of discipline and order is required to facilitate the exchange of information, challenging or overly authoritative environments are not conducive to learning new complex topics. Any heavy reliance on stress-based training should be eliminated in favor of a more balanced approach.

Courses should be designed and implemented in a manner that includes stakeholder involvement in the process. Stakeholder involvement is particularly important when training has downstream impacts. For example, FTOs should be involved in any academy course redesign to ensure academy instruction is reinforced during field training. Feedback is an imperative aspect of adult learning. Students should receive timely feedback from instructors and be provided with an opportunity to give input on the quality of training received.

Training is most effective when some form of scenario-based training is incorporated into the curriculum. Critical discussions regarding videos of police interactions, role-playing, analysis of potential responses to written scenarios, and virtual reality training simulators all enhance training opportunities. Experiential-based training provides practitioners with either a mental or physical reference point when the training is applied outside of the classroom.

Adult learners are most engaged when they understand the relevance the training will have on their immediate job performance. This is particularly true in the case of police officers, as they tend to be problem-centered learners since so much of their daily tasks involve solving community issues. Group discussions and tabletop exercises are effective approaches for facilitators to adopt at the beginning of most courses that provide students with an opportunity to discover the potential impact the pending training can have on their careers.

¹⁵ Integrating Communications, Assessment, and Tactics. Police Executive Research Forum (2016). Accessed at <https://www.policeforum.org/assets/icattrainingguide.pdf>

Recommendations

1. **MPD should establish a strategic plan that outlines the training priorities, schedule and goals as a matter of organizational priority.**

Given the training mandates in the settlement agreement and the POST-mandated training requirements, the MPD should establish a strategic plan with the input of all stakeholders, including operational and administrative leadership, that addresses the organizational priorities. If the plan is properly designed and executed, MPD can create a culture of learning whereby training is not viewed by participants as a process of satisfying a requirement but as an opportunity for personal and professional growth and development. Leadership should seize the opportunity to clearly establish overarching principles and goals of training that align with all aspects of the organization.

2. **MPD's Training Division should develop an annual training plan informed by the requirements of the settlement agreement, Peace Officer Standards and Training (POST), and community expectations.**

The annual training plan should derive from the strategic plan and involve a variety of stakeholders from within and outside of the department, including community members. There should be a clear link between the annual training plan and the department's strategic plan, values and critical decision-making model (CDM). The plan should emphasize the department's use of adult learning principles and address all training, including academy training, in-service training, external training opportunities, remedial training, field training officer (FTO) training, supervisory training and development, and roll call training. The annual plan should identify what resources will be used to deliver training, based upon articulated factors.

3. **MPD should consider whether qualified external law enforcement training vendors, including community-based partners, can help achieve their training goals by supporting training requirements.**

The strategic plan should establish guidelines for when external training vendors are appropriate and what types of training can be outsourced, how external trainers are chosen and how that training should be evaluated. The style of instruction delivery should align both with the requirements and the principles envisioned by the settlement agreement. The annual training plan then should identify what training will be supported by external training vendors and include an evaluation process for each external training offering.

4. **MPD should explore options for improving its training facilities to ensure the department can deliver state-of-the-art training to its recruits and employees and to be able to effectively deliver the training called for under the settlement agreement.**

An outdated training facility, like that used by MPD, can interfere with the learning environment. The current academy may not support the type of training called for under the settlement agreement. Improvements should include technology access and support, indoor and other sufficient space to conduct scenario-based training to include interactive training for traffic stops and other options and to support community engagement and functions.

5. **MPD's Training Division should ensure all training is delivered in a manner that incorporates adult learning principles.**

Regardless of training type, goals and objectives should be established. Training goals should include what topics will be taught, identified learning objectives and how proficiency will be measured. Group discussions

and tabletop exercises are effective approaches for facilitators to take at the beginning of most courses that provide students with an opportunity to discover the potential impact the pending training can have on their careers.

6. The MPD should solicit input from community groups to review, co-develop and, in some instances, deliver or co-deliver certain training.

Bringing in community perspectives is key to effective training for public safety. The perspective and skills necessarily become broader when the community is involved in training and training outcomes. The MPD has an opportunity to share curricula related to the use of force, police misconduct, search and seizure, community policing, procedural justice, anti-bias training and similar topics with the community for review and comment. Potential training areas for this support include engaging with victim assistance groups to participate in sexual assault training and having those with lived experiences help inform the crisis intervention training.

7. The MPD should consider creating opportunities for recruits in the academy to interact with community members.

For example, the department may invite community members to speak with recruits during academy training or require recruits to visit local advocacy groups or places of worship during academy training or as part of their FTO training. Such efforts help foster community trust by building relationships that are not the result of an enforcement action. Moreover, engagement in a non-enforcement setting may dispel myths or biases held by a recruit.

8. MPD should consider partnerships with local universities for potential assistance in evaluating training content and delivery.

Having a research partner can assist with the ongoing evaluation of training while improving the MPD's ability to deliver on the settlement agreement requirements and goals. This type of collaboration would allow MPD to have an efficient process to identify whether training is being adopted and what challenges may exist for application.

9. MPD should incorporate its CDM into its values statement and prominently feature the model in the training facility, among other MPD spaces, to promote broader awareness and buy-in.

The CDM promotes values-based decisions and should be consistently incorporated throughout every training opportunity. Placing the CDM in conspicuous locations and referencing it consistently will substantiate the model's importance as the standard against which decision-based actions are measured. By emphasizing the CDM in training and through visibility, it supports and reinforces the organizational objective of establishing a culture that identifies the sanctity of life as a core value.

10. FTOs and other field personnel should be involved in any academy course redesign to ensure that academy instruction is reinforced during field training.

Courses should be designed and implemented in a manner that includes stakeholder involvement. FTOs should be involved in any academy course redesign and have awareness of delivery and training goals to ensure academy instruction is reinforced during field training. Involving FTOs also allows FTOs to provide feedback from their field experience with officers in training into the training program.

11. All MPD personnel should be informed of significant operational changes to academy instruction.

MPD should develop a regular cadence of providing updated training materials to all department members, especially supervisors and FTOs, to ensure they are receiving the latest information that is being shared with OITs and update all members of the department on what recruits are learning in the academy. The academy should send out periodic updates to employees when key parts of the curriculum have been added or updated.

12. MPD should create clear accountability mechanisms to ensure that training is appropriate and consistent with MPD's training strategic plan and that applicable MPD employees attend and participate in the required training.

MPD needs to establish a consistent monitoring mechanism for training development and attendance. MPD training staff should ensure a supervisor reviews, approves and signs off on all training lesson plans, PowerPoints, outlines and curricula before being presented to agency personnel. Additionally, MPD training staff should print out attendance sheets before each training session, list the names of all agency personnel who should attend the training and leave a space beside each printed name for the individual to sign in and sign out. If it is a full-day training, a sign-in and sign-out space should be provided for both the morning and afternoon sessions. This provides an easy reference to identify who attended the training and holds MPD members to account for attendance. The MPD should have a supervisor review the attendance sheets to ensure training has been completed by all intended personnel. The names of any individuals who do not attend the entire training session should be reported to the training commander for follow-up with the employee's chain of command.

13. MPD should ensure that training records are supported by training documentation that is complete and accurate.

MPD's tracking efforts should ensure in-service training is completed and operational or tactical training and certifications are tracked. Additionally, MPD should document officer training requests and their subsequent approval or denial and track that data through a centralized system. Training records should note who received the training, who provided the training and the date of the training. Training designed and facilitated by a specific unit should also be included in training records (e.g., Special Weapons and Tactics (SWAT) Team, mounted unit and traffic).

14. MPD should consider hiring or expanding the skill set of current staff to develop the capacity for a professional curriculum development specialist to analyze lesson plans and ensure all curricula are consistent with adult learning principles.

MPD has one staff member who is tasked with and formally trained in curriculum development. Current practices use instructors who are not sufficiently skilled in professional curriculum development. Curriculum design involves considering data from multiple sources, designing a curriculum based on the analysis and establishing performance measures. This analysis is key to establishing training consistent with goals under the settlement agreement.¹⁶

¹⁶ We note the MPD has a range of staffing needs, and this recommendation is in no way intended to prioritize hiring a curriculum development specialist over other organizationally identified priorities.

15. MPD Training Division supervisors should have a role in critical incident debriefs to identify whether there are any training issues or good practices from both an individual or organizational perspective.

The assessment must reach beyond just tactics and include training consideration for the following: critical thinking, communication, de-escalation and other topics that impact police legitimacy. Identifying performance strengths and gaps in training are opportunities to reinforce the importance of being a learning organization. Lessons learned from the debrief should be incorporated into department training as expeditiously as possible.

16. MPD should establish a formal feedback and review process to assess the effectiveness of training.

The protocol should include an analysis of the instructors' observations of student participation and the level of active engagement in the learning. Students should be required to provide feedback immediately after receiving the training. The information can be used to help determine whether the content and/or the method of delivery should be adjusted for greater impact.

Some topics of instruction may be conducive to pre- and post-testing to quantifiably determine the level of learning that occurred. An additional rung in the assessment ladder should include assessing operational data regarding the delivered training topic, pre- and post-instruction, to determine effectiveness. This could include comparing the number of officers involved in traffic collisions over a six-month period before and after officers attended an emergency vehicle operations course.

17. The MPD should ensure that all promoted employees, regardless of the rank to which they are promoted, are provided with supervisory and leadership training as close to the date when the promotion is effective as possible.

Newly promoted employees require training that highlights their roles and responsibilities in addition to clearly established organizational expectations. Accountability is vital to all professional organizations and cannot be effectively achieved, or even expected, without clearly identified responsibilities. It is an organizational vulnerability to assume all employees promoted to the next level of responsibility understand all aspects and have the requisite experience to capably perform the job.

Appendix A: Project Team



DEBRA KIRBY, JD, MA, GLOBAL SERVICE LINE LEADER, LAW ENFORCEMENT CONSULTING + INVESTIGATIONS

Project Role: Executive Oversight

Debra is a multi-dimensional leader who has led key projects, including the after-action review for the Virginia Beach mass shooting, police reform for the San Francisco Police Department and the security benchmarking for one of the nation's most iconic examples of homeland security critical infrastructure. She has a keen focus on data and supportive practices for risk assessment and benchmarking and has supported a range of clients in meeting and addressing their safety and security concerns.



WILLIAM P. GREEN SR., SENIOR CONSULTANT, LAW ENFORCEMENT CONSULTING

Project Role: Project Manager

As a highly accomplished military veteran and law enforcement professional, William (Billy) has extensive experience in evaluating and implementing operational processes to optimize performance with a focus on executing investigations in line with policies and procedures. He brings a robust background in reporting systems, incident management, security measures/control, regulatory compliance, competency development, team member engagement, change management and organizational transformation. Billy served from 1999-2023 with the Fontana, California Police Department, culminating in a tenure as Chief of Police from 2018-2023.



SYDNEY ROBERTS, JD, MS, VICE PRESIDENT, LAW ENFORCEMENT CONSULTING

Project Role: Subject Matter Expert

A proven leader in police accountability, Sydney has provided insight and guidance on civil and human rights matters impacting law enforcement, including illegal search and seizure, denial of counsel and officer-involved shootings. Sydney's law enforcement experience spans 20 years, the last four of which she served as the chief executive of the Illinois Secretary of State Police. In addition to her career in law enforcement and police reform, as Inspector General, Sydney has led public integrity compliance investigations involving corruption, abuse of power, fraud and waste and mismanagement. Sydney has also worked as an advocate for victims' rights and persons with mental and developmental disabilities.



**EDWARD DENMARK, DA, VICE PRESIDENT,
LAW ENFORCEMENT CONSULTING**

Project Role: Subject Matter Expert

With three decades of experience in public safety consulting, Dr. Denmark is a nationally and internationally recognized instructor, trainer and advisor on numerous public safety and community issues, focusing on leadership and organizational development. He is one of the few Black police chiefs in the history of Massachusetts, having served as the Chief of Police in Harvard, Massachusetts and Sterling, Massachusetts. Dr. Denmark also teaches courses in fair/impartial public safety, procedural justice and de-escalation techniques.



ROBERT BOEHMER, JD, SUBJECT MATTER EXPERT

Project Role: Subject Matter Expert

Robert (Bob) is a core contributor to complex law enforcement assessments, helping police departments adopt national best practices and industry standards central to improving accountability, transparency and community trust. He is an experienced facilitator, trainer and public speaker, with expertise in collaborative problem-solving, community policing, partnership development and information sharing. For several years, Bob facilitated sessions for the Department of Homeland Security's Building Communities of Trust Initiative, focusing on developing trust among law enforcement, fusion centers and the communities they serve.



JENSEN HUGHES

jensenhughes.com