Minneapolis
City of Lakes

Cultural Awareness Trainings

November 2014

Police Conduct Oversight Commission

It is recommended that the document be read in an electronic format with internet access. The document contains live links to information discussed, including videos, transcripts, and PDFs whenever possible.

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"93% of police work is one-on-one communication and the ability to communicate with all of the citizens in our communities is critical to successful policing."[1]

Introduction

The Police Conduct Oversight Commission assures that police services are delivered in a lawful and nondiscriminatory manner and provides the public with meaningful participatory oversight of police policy and procedure. Commission members have a variety of responsibilities including shaping police policy, auditing cases, and engaging the community in discussions of police procedure. The Commission strives to be the citizen advisory group the community relies upon to openly discuss policy and procedures of the Minneapolis Police Department, to voice concerns regarding law enforcement/civilian interactions, and the organization that advances credible and meaningful feedback, without obligation to political influences, for the betterment of the City of Minneapolis. For more information about the work of the Commission, meeting times and locations, and meeting minutes, please visit the Commission website. [2]

Additionally, in the Police Conduct Oversight Ordinance, the Commission has direction to "facilitate, along with the police department, appropriate cultural awareness training for sworn officers as determined by the commission." [3] The Commission may also "review police department policies and training procedures and make recommendations for change."[4] To facilitate this process, the Commission created this study by motion on January 14, 2014, at the regular Commission meeting. The motion requests the Office of Police Conduct Review to:

1. Compile cultural awareness/sensitivity training provided to police departments throughout the country with a focus on (but not limited to) police departments that work with similar populations as those in Minneapolis;
2. to outline the different models of cultural awareness and sensitivity training provided to law enforcement, including the Minneapolis Police Department;
3. to identify any best-practices regarding cultural awareness/sensitivity training; and
4. to deliver a report to the Commission discussing the results of the research.

This report shall address each of the objectives in the motion.

Methodology

The study was conducted in several steps. First, the Office submitted data requests to a cross section of law enforcement agencies across the United States. The Office requested all public information regarding cultural awareness trainings used by the various agencies. To supplement this information, the Office also researched publicly available law enforcement cultural awareness trainings. The outside agencies were:

- Saint Paul Police Department, Minnesota
- Milwaukee Police Department, Wisconsin
- Oakland Police Department, California
- Bakersfield Police Department, California
- The Department of Homeland Security, Office for Civil Rights and Civil Liberties
- Miami Police Department, Florida
- Seattle Police Department, Washington
- Santa Ana Police Department, California

To supplement this research, the Office reviewed academic articles concerning adult and officer education styles. The Office also attended the National Association of Civilian Oversight of Law Enforcement annual conference in September of 2014, and specific to this report, workshops on the role of civilian oversight in officer training

Second, the Commission requested and received several presentations by the Minneapolis Police Department on current MPD training initiatives and past cultural awareness trainings. Along with the presentations, the Commission also requested MPD training materials to analyze gaps and areas for improvement and innovation. These presentations occurred during the March, April, June, and August meetings of 2014.

Third, the Office worked with Commissioners to develop potential cultural awareness training frameworks. Frameworks can transform existing training along with the trainings collected in this report into a coordinated plan designed to address information gaps and provide Minneapolis police officers the tools for effective, non-biased, and constitutional policing.

Results

Summary

First, an article by practitioners discusses lessons learned from a lengthy career in the training of officers in cultural awareness issues. It provides practical advice for those looking to start such a program. Next, an article by an author relying on different personality/learning-style typologies provides recommendations for cultural awareness trainings. Next, a summary of a NACOLE conference session discusses the role of civilian oversight in police training. Following this, find summaries and material provided by each of the cities and federal government. When possible, each section will provide direct links to the material. If reading this document in print, find the same material in the appendix to the report.

Cultural Sensitivity Rediscovered: Developing Training Strategies for Police Officers[5]

Find the Article Here

This article first provides a history of police-minority relations. It also covers the development of cultural sensitivity training using two models created in the wake of critical incidents, a statewide model implemented by South Carolina and a local model implemented in Milwaukee. It extrapolates from these models an outline of critical issues involved in cultural awareness/human relations training for police. It concludes with lesson plan suggestions addressing a variety of audiences and subjects.

The South Carolina model developed as a result of the shooting of a young, African-American man.[6] Residents viewed the shooting "not as an isolated incident, but as indicative of widespread problems throughout the state in police relations with African-Americans." [7] This led to a push by community groups to evaluate and implement police training in "human relations, racism, crisis intervention, and use of force." [8] In South Carolina, the South Carolina Criminal Justice Academy (SCCJA) is the only authorized law enforcement training facility in the state maintains the authority to impose training requirements upon officers throughout the state.[9] Hence, the responsibility to revise and create cultural awareness training rested with the SCCJA, not a local police department.

The department, when confronted by community groups, established a permanent committee "composed of community representatives and experienced minority police executives to develop, implement, guide, and evaluate Human Relations Training at the basic, in-service, and supervisory levels."[10] The mission created by the committee seeks to develop and evaluate a "Human Rights curriculum that will enable South Carolina Law Enforcement to perform its duties so that, each citizen is accorded his or her civil and human rights in accordance with the law."[11] This composition and mission closely resembles those of the PCOC.

Alternatively, police training in Wisconsin is almost entirely decentralized. The Wisconsin Department of Justice Division of Law Enforcement Services sets content for basic recruit training, provides some statewide training, and coordinates training programs.[12] They act largely in an advisory capacity and oversee annual training requirements.[13] In Wisconsin, particularly Milwaukee, the demand for increased cultural awareness training arose as a response to the Jeffrey Dahmer murder case, namely that officers released a 14 year old Laotian boy back into Dahmer's custody after Dahmer told them it was a "lovers quarrel."[14] Police also allegedly disregarded reports by three African American women who attempted to

intervene, causing notable tension between the Milwaukee police and Asian, African-American, Hispanic, and GLBTQ communities.[15]

In response, Milwaukee's mayor created a Blue Ribbon Commission on Police-Community Relations to examine police "service to the public, particularly in the areas of responsiveness and sensitivity to diversity within the community and to make recommendations for improved police-community relations."[16] The Commission concluded that cultural awareness training fostered "good relationships and effective policing."[17] The Milwaukee Police Department requested and adopted proposals for cultural awareness training.

The authors, by reviewing the work of these two bodies and through extensive involvement in cultural diversity awareness training, created the following key strategies to ensure effective:

1. Know the audience.[18]
   a. Approaching sensitive topics with an understanding of the practical difficulties faced by officers will establish credibility. Officers will dismiss trainers as irrelevant when the material is approached from a purely academic standpoint.
2. Create a positive learning environment.[19]
   a. Assist participants in feeling included and not under attack. Hence, avoiding community activists as trainers may be preferable so officers do not feel intimidated. Additionally, the class should include officers as the sole participants so they feel "safe and unthreatened" by other participants to facilitate participation.
3. Establish the practical relevance of the training.[20]
   a. Officers will feel engaged when the material has practical implications for daily activities and concerns. Personal experiences and everyday examples of concepts make it tangible. Key issues are officer safety, issues of liability, and law enforcement effectiveness.
4. Include lectures and group work.[21]
   a. Utilizing multiple methods of instruction such as group discussion, practical skills development, and role playing help prevent the training from becoming too academic or lecture-oriented. This allows the trainees to develop personal solutions to issues and to interact with the ideas presented.

5. Know and express the limits of the training.[22]
   a. The training requires an exchange of ideas, careful thought, and personal self-reflection. The training cannot provide specific guidelines or universal formulae that will apply to every situation.
6. Emphasize human relations skills.[23]
   a. The material is not completely new to the officers as they all possess some ability to interact with others. The goal is "to help police officers perform their job in a way

that is less likely to alienate any member of society, not just members of particular groups," and "fine tune the human relations skills they already possess."

7. Use trainers committed to the training[24]

   a. The trainer must fully embrace the subject matter and that the course is truly worthwhile. Trainers who see the course as a response to a complaint or public relations incident may feel that they are blamed for problems in the police-minority context.

8. Recognize the importance of terminology[25]

   a. Key buzz words are sensitivity and culture. The authors posit that "sensitivity is inherently accusatory because the assumption [by officers] is that [they] are insensitive." The authors also state that officers view training on issues of "culture" as designed "to give special treatment to minority cultures" while officers "maintain that their job is to enforce the law uniformly, without regard to race, class, or gender." The authors state that the training should be presented as a "universal issue that can help the officers deal with all segments of the population more effectively." The authors suggest that "human relations training" be used to describe the training and material.

The authors also provide five key areas to cover during the training or series of trainings to ensure that the material is absorbed:

1. Demonstrate the relevancy of the training.[26]

   a. The benefit of the program must be clear to officers to prevent dismissal as irrelevant. As such, the authors recommend that the instructor first create and present objectives that officers can appreciate. For example, the course objectives could be to increase the officers' understanding of history and special concerns of various segments of the police and community, to refine human relations skills, to reduce the number of citizen complaints, to reduce the number and severity of lawsuits, and/or to reduce injuries among officers.

   b. The authors recommend that embedded in the training is a clear message that it will improve effectiveness and safety, reduce liability, focus on actual police work, improve performance evaluations, increase promotional possibilities, reduce stress, and increase historical knowledge of the contribution of minority groups.

2. Recognizing Personal Prejudices.[27]

   a. The authors posit that this may be the most difficult part of the training, as it requires officers to recognize and accept personal prejudices while reflecting on how they impact performance. The concept of bias or prejudice should be presented in a very neutral fashion. To do so, the authors suggest that the presenter disclose past personal prejudices and demonstrate a willingness to reflect.

    b. The authors provide a list of connected concepts that might allow officers to be willing to recognize personal tendencies: assumptions and prejudices are a necessary part of society; certain prejudices promote officer safety and law enforcement; officers' biases reflect that of our society; prejudices may differ from behaviors or action; identification of these biases help officers prevent prejudicial behavior; prejudiced behavior negatively impacts police. This flow helps officers move from "exploring productive prejudices, to neutral ones, and finally to examining the destructive ones that negatively affect officer behavior."

3. Police-minority Relations.[28]

    a. The authors recommend that this section be taught in a lecture format, with a focus on the historical relationship between police and minority communities to take pressure off the individual officers attending. Statistics related to the criminal justice system and minority groups can allow the presenter to communicate neutrally. The presenter can transition from statistical material into a discussion on how this may impact the public's potential "fears, emotions, stereotypes, and prejudices" when dealing with the police.

4. Specific skills training.[29]

    a. The authors describe this section as training to "reduce tension and conflict in interactions with community members" and improve "communication between the police and the community." This aspect of the training lends itself to role play and interactive demonstrations. Role play allows officers to voice the concerns of community members, potentially leading to a greater understanding of concerns. The authors suggest that the training focus on subtle forms of prejudice and bias, such as factors affecting arrest decisions and the characteristics of a group, culture, or neighborhood. The authors stress that trainers should allow participants to come to recognize their own decision-making to avoid a defensive attitude and rejection.

5. Management issues.[30]

    a. This training block is specific to police executives and supervisors. The authors suggest that executives need to receive cultural awareness training for three key reasons: (1) to demonstrate to the rank-and-file and to the public, that the administration "does not perceive the line officer as the problem;" (2) to show support for the concepts addressed in the training through action; and (3) to build the materials covered in the training into strategy to enhance police-community relationships and law enforcement.

Cultural Awareness Training for Police in the United States[31]

Read the Article Here (PDF)

In the article, the author utilizes data on law enforcement Myers-Briggs test results to develop an understanding of police learning styles and effective content for a training course focused on cultural awareness. The author draws the conclusion that programs designed for the general public do not work particularly well in police audiences, largely due to the nature and learning styles of law enforcement profession.[32] Hence, there is a need to develop unique training for officers.

First, the author divides learners into two types based on the Myers-Briggs system and the Law Enforcement Type Sorter, "sensing" types and "intuitive" types.[33] Results of these tests suggest that approximately 85% of police fall into the sensing type.[34] Sensing type officers "prefer perception directly observed and interpreted through the five senses."[35] They "are fact and detail-oriented with a great capacity for seeing the world as it really is."[36] Sensors "like concrete things they can see, touch, and handle with practical experience."[37] Finally, they "learn best when given a clear, objective rationale and like giving and receiving critical analysis."[38]

The author places the remaining 15% of officers into the intuitive category. The author states that intuitive types "prefer to use subjective logic when making decision" and often "go beyond the basic information and look for meanings and potentials."[39] The author states that they are "conversational, people-oriented officers who prefer to communicate and deal with people in more considerate, tactful, sociable, caring and diplomatic terms."[40]

Hence, the curriculum should largely appeal to the "pragmatic, thinking types" or sensing types. "To have the most impact, cultural awareness courses must be logically structured, reality based, and relevant to the job of policing."[41] They must understand why it is important to their profession and image.

The author believes that the most effective trainers are members of their own departments, as outside trainers with no law enforcement background do not appear credible to sensing types.[42] When members of the department are professionally trained to conduct trainings, "the importance to the department is emphasized and apparent."[43] The author posits that instructors should be "credible, respected officers who have experience working the street."[44] The author notes that the most difficult aspect of designing and conducting cultural awareness programs is for the trainers to "step outside themselves and their own values, prejudices, wants and needs" to get the message across "without blaming or scolding the attendees."[45]

As such, the author suggests that instructors work more as facilitators than teachers. The goal is to help officers understand the pragmatic aspects of the training and how it will affect their profession. The material should be contextually relevant and directed towards the function of the various officer duties. The author recommends that 30-35 attendees meet in a group discussion format.[46] Auditorium or "seats forward" classes "set the instructor(s) up as experts and great targets for various barbs and rhetorical questions that disrupt."[47]

The author divides content into two models, the "Race Relations Models" and "Cultural Awareness Models."[48] Race relation models are "focused primarily on increasing people's awareness of their own racism and understanding of the structural dynamics of racism."[49] Cultural Awareness models focus on "how the world is changing and what those changes mean to the profession."[50] They involve a wide variety of presentation styles as sense learners prefer practical experiences over abstract lecture methods.[51] As such, the author concludes that the Cultural Awareness Model is more effective than the Race Relations Model in reaching officers.[52]

Oversight's Role in Police Training[53]

[Find the Course Description Here](#) (PDF)

Michael Gennaco, Chief Attorney of the Office of Independent Review in Commerce, CA and Samara Marion, Attorney and Policy Analyst from the Office of Citizen Complaints in San Francisco, CA provided participants with a discussion about the role of civilian oversight in police training, topics or areas of expertise civilian oversight agencies offer, and resources and strategies for developing police training. The second and third sections were most relevant to this study.

The presenters discussed the unique opportunity to be the bridge between law enforcement and the community. They stressed the intrinsic link between training and policy. By linking clear training to policy recommendations, civilian oversight agencies ensure that they have an opportunity to speak a common language with officers. The link between policy and training also helps translate policy to street interactions. Policy also leverages the complaint process as an outcome if training is not followed.

As an example, Samara Marion described the efforts of civilian oversight and the San Francisco Police Department to develop policy on Limited English Proficiency (LEP) and training on the practical effects of such policy. [The original general LEP order can be found here](#) (PDF). [The 2014 update can be found here](#) (PDF). The department developed a training video in conjunction with the civilian review agency for both officers and the public to ensure the message was heard.

[Click Here to View the Video](#).

The concepts discussed in the two prior articles are evident. First, a message from the chief demonstrates executive buy-in to the new policies and training. The video focuses on a practical situation officers reported facing in the field, elder abuse where the elder speaks limited or no English. The video uses actual officers to demonstrate the situation and techniques, providing legitimacy. The flow is logical and demonstrates the law enforcement value in following policy by showing an outcome that could only be achieved by following policy. The policy itself is repeatedly depicted within and tied to various situations.

A similar video was described and a portion was shown that will detail procedures for arresting adults in front of their children or young relatives. The goal of upcoming policy on the issue was to lessen the dramatic effect of witnessing a loved one arrested on children. It will contain similar methods as the LEP video.

Presenters stressed that the training idea must be sound and provided the example of training to use warning shots. Gennaco noted that when formulating training, an agency must think about the reaction of the department, oversight agency, and public.   If training recommendations are rejected or impractical, policy is unlikely to follow and the agency's credibility will be tarnished.

Finally, the presenters discussed the benefit of working with the community and police department to develop training. Both sides bring information to the table that the other might not be able to do. Police are aware of common issues faced by line officers, and the community is aware of where conflict may be occurring due to cultural awareness.

At the same conference, OPCR staff also attended a workshop entitled, *Cultural Competencies: Working with LGBTQ Victims of Police Misconduct*.[54] While the workshop was focused on improving civilian agencies' interaction with LGBTQ individuals, the presenter did demonstrate an effective method for providing cultural competency trainings. One of the key pieces distributed during the session was a glossary of terms. This style of material could easily be incorporated into any Commission training. It is available upon request.

Saint Paul Police Department's Cultural Awareness Training

OPCR representatives visited the Saint Paul Police Department Training Unit on April 9, 2014, to view materials used in a one day in service training for officers. All officers received the training. Training came in response to a series of incidents where Saint Paul Police Officers used social media in a way that was offensive to members of minority communities. As such, all officers were trained on cultural awareness and social media issues. Materials used in the presentation belonged to presenters, and as such, could not be provided in this report. Contact the Saint Paul Police Department Training Unit for more information.

A wide variety of topics were presented during the one day training. Most topics were presented using an outside lecturer paired with a Saint Paul police officer from the specific minority community. Presentations included:

- African American Community: Tanya Gladney
- Hmong Community: Bee Vue, Yee Leng
- NAACP: Nekima Levy-Pounds, Joel Franklin
- Minnesota Latino Peace Officers Association: Gilbert Delao
- Karen Community: Presenter not listed
- LGBTQ Community: Rebecca Waggoner
- Somali Culture: Warsame Shirwa

Additional presentations covered bias and hate crime reporting, social media awareness, and mutual respect between law officers and minority communities. Each section contained both information about the different communities and a discussion of potential law enforcement interactions with that community. Presenters provided "dos and don'ts" lists to give practical, simple advice to officers in attendance. For example, presenters instructed participants on how social variations in hand-shaking and eye contact differ amongst communities. Evaluations were completed by all participants. Feedback was largely positive. At the time of the visit, the Saint Paul Police Department was not conducting follow-up studies to assess the effectiveness of the training but expressed interest in the subject.

OPCR representatives noted several take-aways from this training. Dos-and-Don'ts lists could easily be translated into posters or short refreshers. Second, the Saint Paul Police Department determined that it was feasible and important to provide a full day of in-service training to all officers. Considering the proximity of Saint Paul, this is compelling evidence that MPD could implement the same. Finally, the Saint Paul Police Department was able to find officer presenters from the various minority communities willing to take an active part in the training. While the composition of the MPD and Saint Paul Police Department is not being assessed, it is likely that MPD could do the same.

Milwaukee Police Department Fair and Impartial Policing Trainings[55]

The Milwaukee Police Department provided a large body of materials collectively titled, "Fair and Impartial Policing." They were developed under a cooperative agreement with the University of South Florida, Circle Solutions, and the U.S. Department of Justice, Office of Community Oriented Policing Services. This included both course materials and an instructor's guide to help trainers understand adult learning styles, instruction methods and techniques, and facilitation of discussion/interactive participation. The materials emphasize that a science-based approach to teaching impartial policing is key. The courses focus not so much on understanding distinct cultures but instead implicit bias. They divide officers into cohorts (academy/patrol officer, and first-line supervisor) and provide training approaches for each.

It should be noted that many of these training modules may bear similarity to the ongoing MPD Fair and Impartial Policing training. However, the instruction styles, role play techniques, and case scenarios are likely relevant to many different types of cultural awareness trainings and their ideas may be incorporated into those developed by the PCOC.

Instructor's Guide
Read the Instructor Guide Here (PDF)

This manual may serve as a cornerstone for development of PCOC cultural awareness trainings. It explains the important link between implicit bias and policing while providing detailed instructions for presenters. A comprehensive discussion of adult learning theory is included with sample modules for understanding human bias; the impact of biased policing on community members and the department; and skills for fair, impartial, effective policing. Commissioners are encouraged to read the 25 page manual in its entirety.

Lesson Modules
Module 1 (PDF) – Module 2 (PDF) – Module 3 (PDF) – Complete Officer Training Manual (PDF)

The manual with example lessons includes individual role play exercises and case scenarios, a suggested topical bibliography, and actual classes with slides and discussion points. Summaries of selected sections from the modules will be provided as representative samples.

Role Play: The Domestic Violence Call (PDF)

Participants are asked to be responders to an ambiguous domestic violence call. When they enter the scene, they find a woman on the ground, hurt and crying, with a man and a woman standing over her trying to comfort her. The responding officers are not instructed as to who hurt the woman on the ground, only that the offender is still on the scene. The victim does not

provide answers when questioned by the officers. At its conclusion, it becomes clear that the woman standing over the victim is the offender. The exercise may demonstrate the expectation that the male standing over the victim is the abuser.

The materials provide discussion questions for multiple outcomes. If the officers initially assumed the male was the abuser, whether there were consequences associated with this assumption, and what skills would have prevented these consequences. If the responding officers did not assume the male was the abuser, the discussion could revolve around what risks are associated with assumptions and what skills helped the officers make the correct identification.

Role Play: Pantomime (PDF)

Participants view a series of living tableaus that can be depicted in a way to create various conflicting interpretations. The example provided shows an unconscious white male on the ground with several non-white men surrounding him. The non-white males could be attacking or assisting the man on the ground.

Without talking to the individuals, trainees are asked to describe what is occurring in the scene. The materials assert that many different interpretations should be solicited from the participants. This will help demonstrate the potential impact of hidden bias.

The presenters should then have the actors rewind the scene and demonstrate the events leading up to what the trainees observed. The example provided is that all the individuals are walking together when the white male has a heart attack and falls to the ground. The non-white men attempt to assist him. The actors should end in the position originally observed by the trainees.

Scenario: Routine Patrol (PDF)

Participants are provided the following scenario. Two officers are on a routine patrol. A Native American man walks in front of their car in a downtown area holding a knife and a long piece of wood. The officers exit their vehicle and order the man to stop; he does not. He continues to walk towards a park where the officers can see children playing. The instructor than asks for various explanations on why the man might act this way. They are asked to describe how they would handle the situation based on these explanations.

The note to instructors for this scenario is that this incident actually occurred in Seattle, Washington. The officers shot the man who turned out to be a woodcarver. Investigation concluded that the shooting was not justified, and the officer who shot resigned. This case was the impetus for the federal investigation of use of force within the Seattle Police Department.

Scenario: Man on the Porch (PDF)

This is a multi-stage evolving scenario for participants. Trainees are provided the setup; an African-American man is standing on the porch of a home at night looking up and down the block. The officers on patrol witness this but are not responding to a call. They are driving an unmarked vehicle policing hotspot areas. With this information, participants are asked to offer various explanations for the behavior and their reaction to the event.

Next the trainer adds that the officers exit their vehicle, show their badges, and ask for a word. The man on the porch does not respond but moves further onto the porch. Participants are again asked for explanations and responses.

The last stage of the scenario involves the man on the porch reaching into his pocket and moving closer towards the house. Officers threaten to shoot him if he does not comply. He continues to reach into his pocket. Participants are again asked for explanations and responses.

This scenario was based on real events that ended in the shooting of the man. The included instructor notes provide legitimate but less obvious explanations for the civilian's behavior. The notes suggest that the facilitator should steer discussion to how participants would have reacted had they known these explanations.

The OPCR requested information from Oakland and Bakersfield California. Oakland provided a section of the Basic Course Workbook Series, Learning Domain 42, Cultural Diversity/Discrimination, last revised July 20, 2012. The manual itself is copyrighted, and can be obtained by contacting California Peace Officer Standards and Training document store: https://docstore.fedex.com/post_ca. Bakersfield Police Department responded that their officers must attend the same training. Bakersfield also stated that California police officers **must** attend a 5 hour racial profiling update course but did not provide details. It was likely a reference to California Penal Code § 13519.4 (PDF) that mandates officer training on racial profiling issues and a refresher course every five years thereafter.

Because the workbook is copyrighted, it will be summarized. To fully incorporate the ideas contained within, Commissioners may view the material by contacting the Office of Police Conduct Review.

The workbook is designed as a self-study document to supplement and prepare for classroom training. The training module is split into five chapters: (1) Recognizing Diversity; (2) Prejudice, Discrimination, and Racial Profiling; (3) Effective Law Enforcement Contacts; (4) Hate Crimes; and (5) Sexual Harassment. Each chapter contains a summary of learning objectives, detailed readings with key highlights, a glossary of terms, and learning exercises (activity questions) at the end of the chapter.

Chapter 1, "Recognizing Diversity," discusses the meaning of cultural diversity, differences between culture and ethnicity, and the importance of understanding and respecting diversity. It places these in a historical context. A sample activity asks participants to, "Describe your most recent experience where you were with a group and in a situation where you, as an individual, felt *different*."[56] [emphasis in original]

Chapter 2, "Prejudice, Discrimination, and Racial Profiling," places these subjects in a legal context, covering California Penal code § 13519.4, the 4th and 14th Amendments, and case law. As such, it provides a tangible and practical component. It also discusses implicit bias (sometimes referred to as "subconscious prejudice" in these materials), similar to the training provided by the Milwaukee Police Department. The materials provide a clear distinction between criminal profiling and racial profiling, describing the impact of the latter. An example question provides a brief description of a young Hispanic male suspect, aged 18-25. The exercise asks the participant to discuss whether s/he would stop an individual who appears to be Hispanic and approximately 20 years of age in an area close to the incident and additional factors that would support stopping this individual.

Chapter 3, "Effective Law Enforcement Contacts," seeks to provide effective communication strategies for "contacts with members of a cross-cultural community."[57] It notes that positive communication improves investigations, enhances cooperation, increases confidence and professionalism, increases safety, and promotes a positive image of law enforcement in diverse communities.[58] Tips are provided for gestures, facial expressions, body positioning, eye contact, and tone.[59] A sample exercise asks the participant to list advice s/he would give to a coworker who confided that they are gay and "don't feel comfortable attending" a department party with his/her partner.[60]

Chapter 4, "Hate Crimes," describes indicators that a hate crime has occurred, the legal justification for classifying a crime as a hate crime under federal law and civil code, and the impact of hate crimes. It also provides instructions for the unique aspects of investigating a hate crime and the four common categories of offenders.[61] Exercises at the end of the chapter test whether participants can accurately classify hate crimes and the effect of these crimes on the community.

Chapter 5, "Sexual Harassment," discusses legal definitions of sexual harassment, remedies, and behaviors that constitute sexual harassment. It discusses remedies specific to California, likely not relevant to Minneapolis. The MPD covers sexual harassment, reporting, and respect in the workplace issues in the MPD Policy and Procedure Manual § 2-110 and 2-111. Additionally, Minneapolis police officers (and all city employees) are required by city policy to undergo ethics and respect in the workplace training.

United States Department of Homeland Security Trainings

The Department of Homeland Security, Office for Civil Rights and Civil Liberties provides a wealth of training online for law enforcement. While much of the material is prerecorded, it can create a framework for potential standalone courses offered by the Commission. Much of this training can be accessed through the Civil Rights and Civil Liberties Institute, found here:

http://www.dhs.gov/civil-rights-and-civil-liberties-institute

A selection of the materials will be provided in the following subsections.

Bureau of Justice Assistance Diversity Series Videos

Find the series here

The Bureau of Justice Assistance produced a series of videos of law enforcement covering a wide swath of diverse communities. Additionally, there are several videos discussing the importance of diverse communities and methods for establishing trust. The videos appear to be focused on communities in Chicago, but the information is relevant outside of that region. The videos are divided into cultures and religions. Each video runs approximately 8-12 minutes and is offered in both QuickTime and Windows Media formats. Transcripts are available for each video.

For example, the religions section includes:
- Diversity Is Our Strength: QuickTime – Windows Media – Transcript
- Islam: QuickTime – Windows Media – Transcript
- Buddhism: QuickTime – Windows Media – Transcript

The cultures section includes:
- Building Trust: QuickTime – Windows Media – Transcript
- East Asian: QuickTime – Windows Media – Transcript
- Transgender: QuickTime – Windows Media – Transcript
- Central and South American: QuickTime – Windows Media – Transcript

While the videos provide only basic information about the religions and communities, the focus is on law enforcement interaction. They provide practical information; the East Asian video discusses the brutality of law enforcement under the Khmer Rouge[62] and why that might negatively affect willingness to contact or cooperate with law enforcement. Commissioners

may extract useful information from these videos to supplement presentations or use the videos in conjunction with training.

Guidance Regarding the Use of Race for Law Enforcement Officers

Find the Interactive Presentation Here

The Guidance Regarding the Use of Race for Law Enforcement Officers training utilizes an interactive presentation to provide the participant control over pace, access to supplementary materials, and questions to answer. The goal of the course is to allow officers to define racial profiling, discuss its negative results, understand the two categories of racial profiling directives, and provide examples of each category.

The training covers DHS guidance adopted in June of 2003, and may be outdated. Concepts, however, are still relevant, and the training represents an interesting example of an interactive, web-based training. Because the OPCR and PCOC likely do not have the resources to produce one, outside assistance would be necessary.

I Speak Guide

I Speak Guide for Law Enforcement (PDF)

While not a training per se, this piece of literature could be incorporated into Limited English Proficiency training or training covering diverse communities. It is a pamphlet that discusses the importance of providing language support to victims, suspects, and members of the community during law enforcement actions. It contains translations of the phrase "I speak [the respective language]" in approximately 75 languages (including many spoken in Minneapolis) and identifies in English the language selected. An officer could hand an individual the pamphlet, allow them to find the language they speak, and call for interpretation services based on the selection with less confusion.

The First 3-5 Seconds

Find the Video Here – Transcript part 1 (PDF) – Transcript part 2 (PDF)

This two part video explores in detail law enforcement interaction with the Arab and Muslim communities. The first section describes the diverse plethora of Arab communities in the United States, dispelling stereotypes and providing basic tips that could reduce tension and promote cooperation and understanding during law enforcement contact. It is presented in a

neutral fashion from the perspective of both officers and Arab American individuals. The second section mirrors the first but discusses specifically the Muslim community.

Common Muslim American Head Coverings and Common Sikh American Head Coverings Training/Posters

Find the Training Videos Here
Muslim American Head Coverings (PDF)
Sikh American Head Coverings (PDF)
Sikhism and The Kirpan (JPG)

This series includes both very brief web-based videos and posters that provide a visual reminder of the information covered in the videos. The videos take less than five minutes to complete but cover important information that could significantly improve awareness of differences between Muslim and Sikh individuals as well as best practices for searching them.

The Commission could easily develop materials such as these to supplement trainings. Videos and posters could be posted in a way that would provide community access, and officers would get the benefit of a brief, effective training with constant reinforcement.

The Seattle Police Department

Search and Seizure and Bias Free Policing Manual

The Seattle Police Department provided multiple training items related to cultural awareness trainings. The most substantial item was the internally developed Search and Seizure and Bias Free Policing Manual (PDF). It, along with multiple forms of training (video, e-learning modules, in person training) is designed to "implement or operationalize" the Seattle Police Department's Bias-Free Policing Policy.

The manual contains a useful example of training program assessment of needs, priorities, and constraints. It also breaks down training based on rank and learning style while providing multiple techniques to deliver the training. It recommends four stages of progression, (1) online e-learning and reader board, (2) in-person classroom facilitation, (3) hands-on skill/drill training, and (4) reality-based scenario training. Practical, concrete lesson plans follow the general methods and concepts, covering bias as it relates to voluntary contacts, *Terry* stops, frisks and consent searches, *Miranda* warnings, probable cause, and many others.

The training is very comprehensive, well developed, and strategic in its goals and methods. Because the training was developed in-house, in can be used on an ongoing basis without the need to rely on an outside training consultant. It provides an excellent example of training that addresses issues involving race and discrimination while keeping a clear focus on policing.

Seattle Police Department Search and Seizure and Bias Free Policing Manual (PDF)

Race: the Power of an Illusion

Seattle also provided a slideshow titled *Race: The Power of an Illusion* that provides the basic Race and Social Justice Initiative training for all City of Seattle employees. It uses a three-part PBS video series that provides historical and current causes of racial disparities. The workshop also includes small and large group discussion of the issues.

Race: the Power of an Illusion Slideshow (PDF)

Unresponsive Departments

The Office of Police Conduct Review was unsuccessful in obtaining information from multiple departments. The Miami and Santa Ana police departments did not provide material. If these departments provide training materials after the publication of this report, it will be amended to include them.

After a February 2014 request to the Santa Ana Police Department, OPCR staff was referred to the Public Information Officer. The PIO referred OPCR staff to the training center. Staff made multiple calls and sent emails requesting updates. No response was provided.

The first request to the Miami Police Department was sent in February of 2014. Staff had several conversations with the Miami Police Department training unit, the last occurring in September when the OPCR specifically requested diversity/cultural awareness training material described on the Miami PD website. The site lists the Miami Police Department as presenters of a "2013 Community Awareness Class" to 360 employees of the "US State Attorney's Office." It also lists that the Director of the training unit presented discrimination training at the request of the US Embassy of Brasilia, Brazil. The Miami Police Department responded that the legal advisor would review the request and issue a determination. The request is still open.

Training Frameworks

The Commission may present cultural awareness trainings in a variety of different ways. This section will present four potential methods: prerecorded presentations and workbooks, POST (Peace Officer Standards and Training)-certified continuing education courses, mandatory in-service standalone courses, and targeted continuous courses.

First, a note on POST credits. Minneapolis requires its officers maintain POST certification.[63] Officers are required to complete 48 hours of POST-approved training within a three-year licensing period to maintain this certification.[64] MPD is not required to provide POST-approved training for its officers through mandatory annual In-Service training; officers may seek it elsewhere to maintain their licenses.[65]

Courses must meet POST standards to be approved as a continuing education course.[66] First, the courses must be sponsored and conducted by specific individuals or agencies. Sponsors may be "a school, agency, individual, or organization that has received authority from the board to provide board-approved courses for continuing education credit."[67] Instructors must have "relevant and professionally recognized training and experience in the subject area, such as "POST-recognized instructor training or specialized academic preparation to teach the subject area."[68] However, guest lecturers (those who have not completed POST-recognized instructor training) may conduct a continuing education course so long as they are supervised by an individual who has completed POST-recognized instructor training.[69] The Commission could reach out to the MPD Training Unit to observe the course as they have completed this training.

The course itself will not be approved unless it "is law enforcement related, is based on the knowledge, skills, and abilities needed to be a peace officer, and meets a law enforcement educational need."[70] The course must have an overall learning goal and specific performance objectives.[71] A structured outline that shows a breakdown of the time spent on each subject must be provided for courses more than 2 hours.[72] Find a sample form to be submitted with the POST-certification application here. (PDF)

Prerecorded Presentations & Workbooks

Pros	Cons
Reaches a wide audience, including the public	No group interaction or Q&A
Allows officers to view on their schedule	Difficult to measure engagement
Minimal use of resources after video is produced	Potentially high upfront costs to produce

Like the video described in the NACOLE training section, the Commission could produce a prerecorded training video to describe new policy, deliver relevant cultural awareness information, and to reach officers not covered by training. These items would allow an officer to work at her/his own pace, and this minimizes the need for resources after the video is released. The video could be paired with a workbook to create a practical element to the training. The video could cover one general type of situation with the workbook providing many more scenarios and explanations. The workbook also would require attention to the video to complete.

Additionally, the video can be released to the public so that they have firsthand knowledge of the training officers receive. This boosts transparency, demonstrates policy, and may increase participation in Commission activities. The video could be produced in conjunction with community groups, giving them a stake in its dissemination amongst their constituents.

Drawbacks limit this as an effective method to deliver actual training. As noted in *Cultural Awareness Training for Police in the United States*, a small group session of approximately 30-35 participants with interactive, practical exercises is the recommended method. A video is easy to ignore, it does not allow for a dialog, and the officers do not get the benefit of a shared experience. In addition, production of a video may require upfront costs in excess of other training methods. A partnership with the Minneapolis Communication Department could yield the equipment necessary to create the video. Officers and Commissioners would need to volunteer for video roles, and a script would need to be written. This would require a fair amount of effort for something with tenuous returns. Supplementing the video with a workbook may create a need to focus on the video, but it would have little effect if no one monitored whether officers accurately completed it.

As such, these methods of presentation may be more effective as a supplement to other methods of presentation or a refresher course that follows in-person training. It can reinforce the material covered in the class, reach any officers that were not able to attend the training, and act as a guide in future events. Supplementary material that officers can carry with them, such as the I Speak pamphlet (PDF), could have a lasting impact if it traveled with officers.

POST-Certified Continuing Education Courses

Pros	Cons
Less resources required to implement	No guarantee relevant officers attend
Incentive for officers to willingly attend	Limited accountability
Fast implementation	Significant competition

One of the least complicated methods for delivering cultural awareness trainings would be a series of POST-certified continuing education courses. Each course would be a standalone class with voluntary participation. The classes would need to be POST-certified to generate interest; many of the trainings outlined could be presented in short, distinct units while meeting necessary certification standards. Commissioners with relevant qualifications and interests could take responsibility for specific subjects, and individual courses covering a broad spectrum of topics could be offered on a monthly, quarterly, or annual basis. The courses could vary in lengths but must be 50 minutes per post credit. Hence, the burden of creation and presentation of each course could be spread across the Commission.

POST continuing education credits provide the incentive to attend and participate in the trainings. Additionally, the courses could be offered at no cost for Minneapolis officers; many competing courses have a fee. Because they could be offered in shorter blocks, they could minimize strain on an officer's schedule, another incentive to attend. Class size could be limited to support individual participation in the lesson.

Finally, continuing education courses would not necessarily need to be linked to a new policy, procedure, or requirement instituted by the MPD. POST continuing education requirements already exist. The Commission could begin offering courses without extensive MPD involvement. Because the courses would satisfy statewide requirements when certified, the courses could be opened to outside agencies, spreading the impact of the Commission's message.

This method of instruction has several drawbacks. First, officers would self-select courses they wish to attend. Officers could choose to not attend any of the courses offered by the Commission, and a training subject could completely miss its most critical audience. This dilutes the effectiveness of key courses; it would be difficult to hold officers accountable for the material specifically covered in training as not all officers would be required to attend.

Next, trainings would compete with a variety of other POST certified courses for audience members. In October 2014, there were 13 approved courses in the metro region listed on the POST website.[73] These courses offered over 200 potential education credits. Officers do not lack opportunities to earn education credits.

Lastly, unlike [California Penal Code § 13519.4](#) (PDF), Minnesota POST does not require cultural awareness training as part of continuing education. Credits must cover MPD use of force policies each year, and 8 hours of continuing education must be devoted to vehicle operations and police pursuits every 5 years, but no cultural awareness training requirements exist.[74] Hence, there would be no guarantee that any Minneapolis officers will attend the trainings. This drawback, however, could be mitigated by a MPD requirement that officers receive a certain portion of POST credits in cultural awareness trainings, but that would negate one of the advantages of this method.

In-Service Standalone Courses

Pros	Cons
Department-wide Instruction	Significant resources required
Can be linked to new policy	Less flexibility
Accountability can be expected	Long startup time

Similar to the [Saint Paul cultural awareness training](#), the Commission could propose a mandatory in-service training for all MPD officers. Officers would be divided into groups, and the same course would repeat to ensure that all groups attended. The length of the course could vary depending on the number of subjects the Commission selects.

The first clear benefit to this method is that all MPD officers would receive a standard set of training. By ensuring all officers attend, they could be held accountable for lessons presented. Policies developed by the Commission and adopted by MPD could be tied to the training, ensuring that officers are held accountable to them. To increase MPD buy-in, the course could be POST-certified.

However, several obstacles hinder this method of delivery. First, a mandatory in-service training for all officers would require significant investment by MPD. Facilities would need to be procured, officers' schedules would need to be altered to allow middle and dogwatch officers to attend a daytime training, and overtime pay may result. The need for significant buy-in increases when coupled with a policy change or addition. As such, it could take considerable time before the first class could occur.

To provide a standard class for all officers, the class would likely need to be offered to large groups to guarantee that approximately 600 officers could attend. If the classes were smaller in size (~30), this would require 20-24 repetitions to allow all officers received the training. Depending on the presenters selected for each subject, this may not be possible. Hence, the class sizes may need to increase, but large group lessons decrease class participation, a critical component of practical training as stated in *Cultural Awareness Training for Police in the United States*.

Next, mandatory training for officers means less flexibility in course design and improvement. All subjects to be taught would need to be developed and finalized before any training would occur. Modification of the program could only occur after all officers were trained or there would not be a uniform standard taught. Without uniformity, the benefit of accountability through new policy weakens. Further, course modifications and improvements could only be presented when the opportunity for another mandatory in-service training was again available.

Targeted Continuous Courses

Pros	Cons
Targeted trainings reach proper audience	Challenge to create
Spreads workload	Intended impact relies on trainees
Can be coupled with policy, accountability	Message may take longer to disseminate

This method of delivery is the most nuanced and focused. It involves grouping officers into different cohorts, such as rank, shift, precinct/division, or duration of service. Trainings would be selected and developed to specifically address the needs of each cohort. Trainings do not need to occur all at once; Commissioners could prioritize trainings to maximize short term impact while devoting time to larger, more complicated trainings. When implemented correctly, officers would receive relevant, targeted training.

Because officers are grouped into cohorts, this method also allows for a train-the-trainer approach. Classes could be offered to supervisors who would then be expected to disseminate the training amongst subordinates. This lessens the burden on the Commission to host large numbers of identical training. Additionally, this method of training could be coupled with a policy change and an expectation that supervisors ensure the policy is clearly understood.

Targeted courses also require less coordination amongst presenters. Similar to the continuing education approach, different Commissioners could take responsibility for each unit and subject without the need for a common presentation and completion date. Depending on the composition of cohorts, it also places less strain on MPD to have large groups of officers simultaneously present for training. For the same reason, classes could be shorter in length and smaller in size without sacrificing material.

With smaller, more focused cohorts, ongoing education efforts are more feasible. Groups can be sent follow-up information that supplements the classroom material. With a large-scale training covering many subjects, providing ongoing materials could be overly burdensome.

Obstacles exist due to the precise nature of this method. First, cohorts must be selected in such a way that a commonality links the participants. It may not be as simple as rank, shift, or duration of service. Input and assistance from the MPD will be necessary to define these groups to ensure relevant training reaches its audience.

Second, the train-the-trainer strategy may take longer to impact the entire department, and the impact is less certain. It relies on the message to filter through the department, and there is no guarantee that this will occur in a set time period. Like cohort selection, topic selection is

critical; the training provided to supervisors must be significant to inspire the supervisors to pass it along with enthusiasm.

Finally, while the training provided to the trainers could include suggestions/instructions on how to conduct sessions with subordinates, success is contingent on their ability to do so. Supervisors may be managers, but this does not make them qualified trainers. This ties back into cohort selection; more thoughtful groups could mitigate this risk.

Recommendations

This section shall be discussed and drafted by the Commission with any necessary assistance from the Office. It can be referred to a committee to draft. It may include any recommendations relevant to this report, such as the adoption of a strategic plan to implement cultural awareness trainings using the frameworks and subjects covered in previous sections. Alternatively, the Commission could also issue policy recommendations regarding training requirements for cultural awareness, implicit bias, or a related subject.

Once recommendations are incorporated into the draft, the report as a whole can be adopted by the Commission by majority vote. Below is an outline of potential recommendations; the specific language need only to be filled in by the Commission.

1. Training plan:
   a. Subjects to be covered.
   b. Method of delivering training.
   c. Timelines for completion of initial phases.
2. Policy recommendations
   a. That MPD officers complete a portion of POST required continuing education credits in the following fields:
      i. Cultural Awareness,
      ii. Elimination of Bias, or
      iii. Racial Profiling.
   b. That MPD adopt a reoccurring in-service training in partnership with the Commission for all officers to occur one every three years covering the following subjects:
      i. Cultural Awareness (including specific cultural groups),
      ii. Elimination of Bias, or
      iii. Racial Profiling.

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2   http://www.ci.minneapolis.mn.us/civilrights/conductcomm/index.htm

3   Minneapolis Code of Ordinances Section 172.80(f)(3)

4   Minneapolis Code of Ordinances Section 172.80(f)(4)

5   Barlow, D., & Barlow, M. (n.d.). Cultural sensitivity rediscovered: Developing training strategies for police officers. *The Justice Professional,* 97-116. Retrieved September 25, 2014.

6   Barlow. at 103

7   Barlow. at 103

8   Barlow. at 103

9   http://www.sccja.sc.gov/

10   Barlow. at 105

11   Barlow. at 105

12   See http://www.doj.state.wi.us/dles/training-and-standards-bureau

13   Barlow at 104

14   Barlow at 104

15   Barlow at 103-104.

16   Barlow at 105

17   Barlow at 106

18   Barlow at 106

19   Barlow at 106

20   Barlow at 107

21   Barlow at 107

22   Barlow at 107

23   Barlow at 108

24   Barlow at 108

25   Barlow at 108

26   Barlow at 109

27   Barlow at 110

28   Barlow at 110-111

29   Barlow at 111-113

30   Barlow at 114

31   Hennessy at 5

32   Hennessy at 5

33   Hennessy at 5

34   Hennessy at 5

35   Hennessy at 6

36   Hennessy at 6

37   Hennessy at 6

38   Hennessy at 6

39   Hennessy at 6

40   Hennessy at 6

41   Hennessy at 6

42   Hennessy at 7

[43]   Hennessy at 7

[44]   Hennessy at 7

[45]   Hennessy at 8

[46]   Hennessy at 8

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[56]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Lesson 1, page 17

[57]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Chapter 3, Page 1

[58]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Chapter 3, Page 2

[59]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Chapter 3, Page 8

[60]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Chapter 3, Page 23

[61]   California Commission on Peace Officer Standards and Training. (2012). Basic Course Workbook Series Learning Domain 42 (version 6.1). Chapter 4, Page 25

[62]   The Khmer Rouge (Communist Party of Kampuchea) took control of Cambodia in April 17, 1975 and was marked with policies that "disregarded human life and produced repression and massacres on a massive scale." For further information, find more information at the Cambodia Tribunal Monitor here.

[63]   Minneapolis Police Department Policy and Procedure Manual 2-502: Post Licensing Requirements

[64]   https://dps.mn.gov/entity/post/continuing-education/Pages/in-service-training-and-reporting.aspx

[65]   Minneapolis Police Department Policy and Procedure Manual 2-502(III)(C): Post Licensing Requirements

[66]   https://dps.mn.gov/entity/post/continuing-education/Pages/course-approval-requirements.aspx

[67]   Minnesota Administrative Rules § 6700.0900(3) Continuing Education

[68]   Minnesota Administrative Rules § 6700.0900(3)(E) Continuing Education

[69]   Minnesota Administrative Rules § 6700.0900(3)(F) Continuing Education

[70]   Minnesota Administrative Rules § 6700.0900(3)(B) Continuing Education

[71]   https://dps.mn.gov/entity/post/continuing-education/Pages/course-approval-requirements.aspx

[72]   https://dps.mn.gov/entity/post/continuing-education/Pages/course-approval-requirements.aspx

[73]   https://dps.mn.gov/entity/Post/continuing-education/Pages/show-post-board-course-region-data.aspx?county=Hennepin

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