Training Needs Analysis Final Report:
Charlotte-Mecklenburg Police Department

June 2021

Preface

Given national events over the last year, law enforcement training practices are at the forefront of several national conversations. We commend the City of Charlotte and the Charlotte-Mecklenburg Police Department (CMPD) for taking a proactive approach and asking all the right questions about how law enforcement officers are being trained with the hope of improving the training function for all CMPD officers.

To address recommendations adopted by the Safety and Accountability For Everyone (SAFE) report, the team completed an in-depth and comparative analysis of all basic and in-service training provided by the CMPD. The focus was on the overall validity and efficacy of training provided to CMPD officers throughout the employment. The findings and recommendations are indicated throughout this report.

Contents

Acronyms

BLET	Basic Law Enforcement Training
BWC	Body Worn Camera
CFR	Code of Federal Regulations
CIP	Consequence of Inadequate Performance
CMPD	Charlotte-Mecklenburg Police Department
DCI	Division of Criminal Investigations
DCJS	Department of Criminal Justice Services
GIT	General Instructor Training
IA	Internal Affairs
JTA	Job Task Analysis
LE	Law Enforcement
NCAC	North Carolina Administrative Codes
NCJA	North Carolina Justice Academy
ROI	Return on Investment
SAFE	Safety and Accountability for Everyone
SCAT	Subject Control and Arrest Techniques
SSR	Survival Stress Response
TAC	Training Advisory Committee

Introduction

The principal purpose of this study was to identify the tasks performed by Charlotte-Mecklenburg Police Department (CMPD) District patrol officers and based on those tasks, validate and/or revise the content of the current CMPD Recruit Training as well as identify the tasks best suited for inclusion in an in-service-training program.

Some of the fundamental issues related to developing valid training (and selection standards) follow below and are included to lay a foundation for the findings and recommendations found in this report.

Job Analysis and Validation:

Job Analysis is the basic analytical process underlying most elements of personnel management, including selection, training, compensation, performance evaluation, assignment, etc. Without job analysis information, it is difficult to determine accurately what kind of training is needed, what kind of employee should be hired, and what might constitute acceptable performance.

Adverse Impact

Although job relatedness is a principal concern in designing and using selection devices, adverse impact must be of concern also. Adverse impact occurs when the "selection rate for any race, sex, or ethnic group … is less than four-fifths … (or eighty percent) of the rate for the group with the highest rate… Smaller differences in selection rate may nevertheless constitute adverse impact, where they are significant in both statistical and practical terms" (Guidelines, 1978). The ADA specifically includes the concept of adverse impact within its regulations. Consequently, the standards that are devised must be sensitive to this issue and able to withstand scrutiny.

It should be noted that the intent of the Guidelines (1978) and the ADA is not to prohibit the use of selection devices where adverse impact exists so long as job relatedness can be demonstrated. According to the Guidelines, where adverse impact exists, documentation of the test's (i.e., employment standard) validity is essential. Further, if pre-employment qualifications are shown to be job related and "necessary for safe and efficient job performance: [Dothard v. Rawlinson, 14 EDP 7632 (1971)], then some degree of adverse impact is allowable.

Sample Representativeness

Another concern in developing personnel systems relates to sample representativeness. The EEOC guidelines state that "… where the validation process requires the collection of data pertaining to a particular job in representative units in a multi-unit organization or among a group of users, evidence of validity for the job specific to each unit usually will not be required, even where evidence of validity is obtained from more than one user utilizing the same job

classification. If validity evidence from such a study satisfies (pertains to jobs which have substantially the same job duties or other performance domains as shown by a job analysis), evidence of validity specific to each unit usually will not be required."

Failure to Train

Another concern that informs and necessitates conducting a job task analysis is the ministerial duty of employers to train their employees to perform high criticality tasks the employees are likely to confront as they work. High criticality tasks are those that may have an adverse impact on a person's constitutional rights. The case of City of Canton v Harris (1989) established the principle of deliberate indifference (which supplanted the prior and lower standard of gross negligence) when the Supreme Court held "that the inadequacy of police training may serve as the basis for liability only where the failure-to-train amounts to deliberate indifference to the rights of persons with whom the police come into contact."

Since then, three areas of deliberate indifference have been defined:

- **Moral Certainty Standard:** If the employer (or standard setter) knew or should have known a violation(s) of a person's constitutional rights would occur if employees were not trained in a particular job content, then liability may arise.

- **Custom/Practice/Pattern:** Liability may arise if an employer observes but chooses to ignore a pattern of behavior or events that is in obvious need for training. Under the concept of "knew or should have known", this may constitute deliberate indifference.

- **Official Policy:** If an adopted policy violates established law which a reasonable person knows or should have known, liability to the administration may occur.

If, as a result of a Job Task Analysis, deficiencies in the current curriculum are identified and those deficiencies are not addressed, that action may rise to the level of deliberate indifference if the deficiency negatively impacts the constitutional rights of a citizen because the officer was not trained properly.

As the Court said, "Adequately trained officers can make mistakes." Liability may attach when the employer's/trainer's failure-to-train ignores the threat of that failure to the constitutional rights of a citizen. It becomes clear that police training, based on a job task analysis, should correspond as closely as possible to the documented content of the police officer's job.

Section I. Academy Training: BLET Standards, and CMPD-Specific Needs

Review the current curriculum and content delivered at the Police Academy with consideration given to Basic Law Enforcement Training (BLET) standards and requirements and CMPD specific training needs.

Successful completion of the BLET curriculum is required by the Criminal Justice Education and Training Standards Commission to be a sworn and certified law enforcement officer in North Carolina.

A. Every State has different training standards for law enforcement professionals. For example, the average number of hours required to train an entry-level law enforcement officer in the United States is 557.[1] North Carolina's BLET is 640 hours and almost fifteen percent (14.9%) more than the average. Georgia requires the fewest with 408 hours and Rhode Island the most with 953. It is important to recognize that when it comes to job training, quantity does not always equal quality. Fortunately, North Carolina's BLET is one of the nation's top curriculums in quality for several reasons.

1. BLET uses a state-wide job task analysis (JTA) to drive curriculum development efforts. A JTA is "the process of systematically collecting, processing, analyzing, and interpreting important information about a specific position, job, or occupation."[2] Tasks identified by the JTA were used to develop BLET learning objectives (or performance outcomes), and those learning objectives drive curriculum content and testing.

   A JTA is needed to ensure that any job training curriculum is scientifically valid, evidence-based, and legally defensible. Since 1996, North Carolina has conducted three (3) state-wide JTAs to ensure BLET is all the above and remains aligned with industry best practices. The most recent JTA for BLET was completed in December 2019.

   For comparison, JTA data for entry-level law enforcement curriculums in Kentucky (800 hours), Vermont (795 hours), Washington (720 hours), and New Mexico (675 hours) are either dated or non-existent.

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[1] Cohen, Galia, Ph.D. (2021). Public Administration Training in Basic Police Academies: A 50-State Comparative Analysis. American Society of Public Administration. https://doi.org/10.1177/0275074021999872.

[2] U.S. Office of Personnel Management (2009) Job Analysis for Selection: An Overview; https://www.opm.gov/policy-data-oversight/assessment-and-selection/job-analysis/job_analysis_presentation.pdf.

2. BLET curriculum materials are standardized. All sixty-six (66) BLET academies in North Carolina must use identical materials developed by the North Carolina Justice Academy (NCJA). BLET materials include choreographed instructor lessons with companion student lessons, visual aids, and scripted practical exercises with grading rubrics. All BLET materials follow instructional design best practices for adult learners. This includes hundreds of source references, specific formatting, and version control standards.

   For comparison, the majority of states do not possess standardized training materials for entry-level law enforcement curriculums. A nearby example includes the Virginia Department of Criminal Justice Services (DCJS). DCJS only provides its academies with a list of training objectives. Each academy in Virginia is responsible for developing its own curricula and determining the number of training hours needed per topic. Other states that do not have standardized entry-level law enforcement curricula include Colorado, Louisiana, Texas, and Minnesota, to name a few.

3. BLET undergoes continuous research and development by experienced NCJA curriculum developers and ongoing legal reviews by N.C. Department of Justice attorneys. Bi-annual lesson updates are published in January and July.

   NCJA is currently revising the entire BLET curriculum to align with 2019 JTA data. Piloting of new BLET content will begin in January 2022, with state-wide implementation in January 2023. The projected number of training hours for the new BLET will increase twelve percent (12%) to 718.

B. The CMPD Police Academy is one of the sixty-six (66) academies accredited by the Criminal Justice Education and Training Standards Commission to deliver BLET. To retain its BLET accreditation status, CMPD must comply with all applicable North Carolina Administrative Codes (NCAC) and other mandates that include but are not limited to the following:

1. Use standardized BLET materials developed by the NCJA.

2. Deliver the minimum number of hours per BLET topic.

3. Administer end-of-topic written and other performance tests required by the curriculum.

4. Ensure all instructors used to deliver BLET are currently certified by the State.

CMPD was recently audited by the Criminal Justice Education and Training Standards Commission. Auditors determined that CMPD may have used one or more instructors with expired certifications to teach in a BLET delivery. There was allegedly some

confusion by State auditors and CMPD academy staff about the need to keep hard-copy paper files of instructor credentials. CMPD used electronic files. Since the audit, CMPD agreed to maintain electronic AND paper files for instructors.

C. CMPD currently requires new recruits with no prior law enforcement experience to complete an additional 331 hours of CMPD-specific training during BLET for a total of 971 hours. Common factors that tend to drive agency-specific training include imprudent reactions to singular events (e.g., improper conduct or inadequate performance by one officer), internal politics, external pressures, or anecdotal opinions of a select few decision-makers. <u>Quantifiable and evidence-based data</u> is the standard for determining the validity, need, efficacy, and impact of agency-specific training.

There is presently insufficient internal agency data to support all 331 hours of CMPD-specific training provided to new recruits during BLET. Additionally, significant gaps identified in materials used for CMPD-specific training cannot accurately determine how much time is needed to deliver any topic.

1. Internal Agency Data

    a. The CMPD does not currently aggregate or analyze enough internal data to identify specific patterns of inadequate on-the-job performance by uniform patrol officers who are in field training (i.e., PTO) or with less than five (5) years of experience.

    Internal affairs (I.A.) data from 2016-2020 was analyzed. As anticipated, most of the data is for high-liability areas like use of force, emergency response driving, and broad categories of officer misconduct (e.g., neglect of duty). Current I.A. data only provides CMPD with a limited glance of inadequate or improper on-the-job performance needed to determine agency-specific training. For example, I.A. data showed a yearly average of approximately fifty-one (50.8) "communication concerns" during use of force events. More in-depth data on inadequate or improper communication is needed to develop valid learning objectives and drive CMPD-specific training needs. The following are some examples of additional communication data required to determine CMPD-specific training needs more accurately:

    (1) Was the officer unclear in his or her communication?

    (2) Did the officer not communicate specific or needed information (e.g., "You are under arrest.")?

    (3) Did the officer not use de-escalation effectively or at all?

(4) Are there any distinct patterns of inadequate communication skills according to the hiring training track (i.e., new recruits, intermediate transfers, lateral transfers)?

b. A centralized process is needed to aggregate and analyze officer performance data not currently captured by I.A. Interviews with CMPD training academy staff and other key personnel revealed that significant amounts of data on inadequate or improper officer performance are only maintained by first-line supervisors. For example, the CMPD does not currently collect or analyze field training (PTO) performance data to determine if gaps exist between what was not learned at the academy when new officers have to demonstrate proficiency on-the-job. Other missing data points include disciplinary actions (e.g., verbal counseling, written reprimands) not collected by I.A. Data from these other sources not captured by I.A. are critical for identifying inadequate performance patterns that drive agency-specific training.

c. The CMPD does not currently possess any internal return on investment (ROI) data. In other words, how does the additional or CMPD-specific training improve officer performance or the delivery of law enforcement services? At a minimum, CMPD should show how training on [X topic] improved on-the-job performance by [X metric]. For example, additional CMPD-specific [driver training] for [training track] reduced the number of preventable patrol vehicle crashes by [XX%] for [new recruits/intermediate transfers/lateral transfers]. The reduction in preventable crashes also saved the CMPD [$X] in reduced personal injury and property damage costs.

d. The internal CMPD JTA study (See Appendix A) completed in March 2021 revealed that BLET's 640 hours adequately covers all of the 1200+ tasks that new recruits need to learn. Ninety-three (93) specific tasks were identified as critical or of the highest priority for uniformed patrol officers to learn and know (See pages 35-41 of Appendix A). The ninety-three essential tasks provide *some* supporting data for the additional CMPD-specific training for new recruits. Section II of this report provides futher details.

2. Training Material Gaps

Most of the materials used to deliver additional CMPD-specific training to new recruits in BLET do not adhere to best practices for instructional design or curriculum development. To reiterate, these gaps do not allow for accurate determination on how much time is needed to deliver any topic. At a minimum, CMPD should address the gaps in training materials <u>immediately</u> to reduce liability.

a. Most of the learning objectives for CMPD training are not supported by adequate internal data (as previously covered) or written to the appropriate level.[3] Some CMPD materials do not have any learning objectives. Defensible training curriculums possess data-driven and measurable learning objectives (or performance outcomes).

b. Most of the CMPD lessons do not follow best practices for adult learning or curriculum development. PowerPoint slides and high-level outlines are the most common type of "lesson" provided by CMPD. Defensible training curriculums have written manuscripts that use sourced content to support learning objectives.

   Relatedly, there is no consistent formatting or branding for CMPD materials. This is recommended so new recruits can immediately recognize the difference between BLET and CMPD training materials.

c. The majority of CMPD-specific training materials do not possess any references. These are critical for demonstrating how the training is evidence-based and recognized by the law enforcement industry as a best practice. Except for NCGS, case laws, and other static historical documents, all references used should be published within the last five (5) years and derive from recognized academic journals, periodicals, and research.

d. CMPD-specific training materials do not possess any version control or archiving measures. CMPD lesson manuscripts should undergo annual literature reviews to determine if updates and revisions are needed. All versions should be permanently archived by CMPD so they can be correlated with individual officers by the date and year he or she attended BLET or in-service training.

e. If used, most practical exercise scenarios do not contain detailed administration scripts. Practical hands-on exercises that are intended to mirror and test future on-the-job performance must be administered consistently. Scripts must be written to produce intended outcomes that align with learning objectives (e.g., grading rubrics).

f. Defensible training curriculums test student performance according to learning objectives. Most of the additional CMPD-specific training does not evaluate new recruit knowledge acquisition through testing. If used, written tests and grading/scoring rubrics for practical skills do not always align with learning

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[3] Bloom's Taxonomy of Educational Objectives. Teaching Deparament for the University of North Carolina at Charlotte. Nd. Accessed May 2021. https://teaching.uncc.edu/sites/teaching.uncc.edu/files/media/files/file/GoalsAndObjectives/Bloom.pdf.

objectives. For job training to be valid, written test questions (for cognitive knowledge) and grading rubrics (for physical skill proficiency) must align with learning objectives.

Recommendations for written tests include the following:

(1) Eliminate all True/False questions because they do not accurately predict student knowledge.[4]

(2) All test items should be multiple choice with four possible answers and one correct or best answer. There should be an (A) obviously wrong answer; (B) mostly wrong answer; (C) partly wrong answer; and (D) correct or best answer. Answers should be listed in random order. Consider the following example.

_____ is facts and circumstances sufficient to convince a reasonable person to believe a crime was committed and the person suspected, more likely than not, committed it.

A.   Jurisprudence [obviously wrong answer]
B   Exigent circumstances [mostly wrong answer]
C.   Reasonable suspicion [partly wrong answer]
D.   Probable cause [correct or best answer]

Multiple-choice items should not include an "All of the Above" or "None of the Above" answer.

(3) Collect answer distribution data for every test question to determine item difficulty. Question difficulty is calculated by dividing the number of recruits who attempted to answer the item by the number of recruits who answered correctly.[5] For example, if 78 out of 100 recruits answered a question correctly, it has a difficulty rating of .78 (or easy). The following table provides general guidelines for question item difficulty levels.

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[4] Grosse, Martin, and Wright, Benjamin. (1985). Validity and Reliability of True-False Tests. Educational and Psychological Measurement. v.45, 1.

[5] Mabota, Bob. (2020, August 5). Discriminatory item analysis: A test administrator's best friend. EMS1. https://www.ems1.com/ems-products/training-tools/articles/discriminatory-item-analysis-a-test-administrators-best-friend-swTO4YwkCWH1ZXyD/

% of Correct Answers	Item Difficulty Level
0.00 to 0.19	Very Difficult
0.20 to 0.39	Above average
0.40 to 0.60	Average/Moderate
0.61 to 0.79	Easy
0.80 to 1.00	Very easy

Collecting answer distribution data for each question can also help pinpoint possible deficiencies in item construction, individual recruit performance, and instructor delivery.

(4) Use mostly application questions that test recruit ability to apply, problem solve, or demonstrate specific knowledge given a hypothetical scenario. The following is an example.

Officer Fowler responded to a 911 "hang-up" call at 101 Tuckerton Lane. When Officer Fowler arrived, he heard what sounded like a woman screaming inside the home. Officer Fowler knocked on the door and said, *"Police Department – is everything okay?! Does anyone inside need help?!"* A man inside the home said, *"Leave us alone."* The door is closed and locked.

Given only the facts and circumstances provided above, can Officer Fowler force entry into the home?

A. Yes, under [answer].
B. Yes, under [answer].
C. No, because [answer].
D. No, because [answer].

(5) Develop a master matrix that precisely identifies where testable content is located in training materials (e.g., title, page #, paragraph #).

(6) Continuously develop question banks for each learning objective and rotate items so tests are different for every BLET class.

(7) To maintain testing integrity and accountability, instructors should not develop or have access to written test items. This prevents instructors from "teaching the test" and helps ensure recruit knowledge acquisition is genuine. CMPD should use specific personnel to develop questions,

administer, and score tests. The same personnel should also record and evaluate test item answer distribution data.

Section II.   Academy Training: New Recruits, Intermediate Transfers, and Lateral Transfers

Review the current curriculum and content delivered at the CMPD Academy with consideration given to curriculum differences amongst new recruits, intermediate transfers, and lateral transfers.

A. Definitions

The following definitions explain the hiring "training track" differences between *new recruits*, *intermediate transfers*, and *lateral transfers*.

1. <u>New Recruit</u>: No prior law enforcement experience. New recruits are required to successfully complete the 640-hour BLET curriculum and an additional 331 hours of CMPD-specific training (931 total hours).

2. <u>Intermediate Transfer</u>: Recent BLET graduates and North Carolina certified law enforcement officers who do not have two (2) years of on-the-job experience. Intermediate transfers are currently required to complete the 331 hours of CMPD-specific training and select BLET topics (e.g., Patrol Techniques).

3. <u>Lateral Transfer</u>: Law enforcement officers with more than two (2) years of full-time experience who were employed by agencies inside and outside of N.C.

B. As previously covered, there is presently insufficient internal agency data to support all the additional CMPD-specific training provided to new recruits during BLET. This data deficiency also extends to intermediate and lateral transfers. Any unilateral determination that intermediate and lateral transfers receive all CMPD-specific training is not supported by existing internal data. Additionally, the gaps identified in CMPD-specific training materials remain an issue because they are used for all three training tracks.

1. History of the Charlotte-Mecklenburg Police Department

   Training on CMPD's history is not needed to perform any of the 1200+ job tasks identified by agency personnel (See Appendix A). However, this training can help all newly hired officers develop a sense of pride and unity about being part of the CMPD legacy.

   The following gaps should be addressed to determine the amount and focus of training for new recruits, intermediate transfers, and lateral transfers on CMPD's history:

    a. Develop instructor and companion student lessons using instructional design best practices.

    b. Develop measurable learning objectives.

    c. Develop a written test that aligns with learning objectives.

2. Drill and Ceremony

Training on how to march in unison and properly present the U.S. flag is not needed to perform any of the 1200+ job tasks identified by agency personnel (See Appendix A). However, this type of training can be used to establish structure, assign responsibility, and build esprit dé corps for new recruits and *some* intermediate transfers.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific drill and ceremony training for new recruits, intermediate transfers, and lateral transfers:

    a. Develop instructor and companion student lessons using instructional design and adult learning best practices to include measurable learning objectives.

    b. Develop a written and/or practical skills test (e.g., correctly lower and fold a flag, march in formation) that aligns with learning objectives.

3. Developing Resilience

Resilience training is not currently provided in BLET. The new BLET *Officer Health and Wellness* lesson scheduled for state-wide release in 2023 includes content on resilience.

Additional training on resilience is supported by the internal JTA data. More than seventy-eight percent (78.8%) of first-line supervisors indicated that officers must be able to "recognize and handle/endure effects of job-related stress/fatigue on themselves and others."

It is essential to recognize that most basic academy environments place significant emphasis on officer physical fitness and general wellness, but the concepts are rarely reinforced after new recruits graduate. Ongoing health and wellness training is recommended for all officers and throughout the employment lifecycle.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific resilience training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data includes but is not limited to the following:

  (1) Officers who suffer from PTSD or specific stress- related injuries (e.g., depression) to include any differences according to hiring training track.

  (2) Causes and types of officers injured in the line of duty or on light duty.

  (3) Determine costs associated with an officer on light duty or removed from duty versus the total training costs to deliver CMPD wellness program.

b. Update the instructor lesson and develop a companion student lesson using instructional design and adult learning best practices and current events.

c. Develop a bank of test questions that align with learning objectives.

4. Bloodborne Pathogen

OSHA's Bloodborne Pathogen Standard (29 CFR 1910.1030) requires employers to provide training and other safeguards for workers who may be exposed to blood or other potentially infectious materials while on the job. Additional training by CMPD on bloodborne pathogens for new recruits during BLET is optional but appropriate.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific bloodborne pathogen training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data includes but is not limited to the following:

  (1) Intermediate and lateral transfers may have already received bloodborne pathogen training by a former employer.

  (2) Administer a competency exam to determine if intermediate or lateral transfers need the training.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Update existing written test questions to ensure they align with learning objectives. Develop additional questions to create a bank.

d. Options for CMPD include using readily available and standardized bloodborne pathogen training provided by federal agencies (e.g., OSHA, FEMA).

5. Body Worn Cameras (BWC)

   Additional training by CMPD on BWC is recommended and supported by internal agency data. More than eighty-six percent (86.5%) of first-line supervisors surveyed indicated that officers must be able to "use audio/video/body-worn camera to record statements or confessions" I.A. data from 2016-2020 shows fifty-nine (59) sustained complaints about BWC use.

   The following gaps should be addressed to determine the amount and focus of additional CMPD-specific BWC training for new recruits, intermediate transfers, and lateral transfers:

   a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for BWCs includes but is not limited to the following:

      (1) Determine the most common causes of BWC malfunction, misuse, or non-use when required with recommended solutions.

      (2) Analyze the calls for service, highlighting how successful BWC usage aids in I.A. and other investigatory complaints.

      (3) Determine the cost benefits of having an accurate officer performance video to minimize investigative complaint time.

   b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

   c. Develop a bank of test questions that align with learning objectives.

   d. BWC training for new recruits, intermediate transfers, and lateral transfers should be done immediately before field training so officers can apply knowledge learned immediately for on-the-job evaluation.

6. De-escalation

   This training overlaps with two BLET lessons; *Communication Skills for Law Enforcement* and *Individuals with Mental Illness and Developmental Disabilities.* The new BLET scheduled for state-wide release in 2023 increases the number of training hours for Communication Skills from eight (8) to twenty-four (24) and includes de-escalation. Concepts of de-escalation will also be fused throughout the new BLET curriculum.

Some of the additional training on de-escalation is supported by internal agency data. I.A. data from 2016-2020 includes 448 "communication concerns" during use of force events. JTA data collected from CMPD first-line supervisors also revealed the following:

- 90.3% = Maintain a calm demeanor to prevent a tense situation from escalating or becoming worse.

- 90.3% = Maintain a calm demeanor when experiencing criticism from peers and the public.

- 85.5% = Use basic listening skills while conducting interviews to ensure a full understanding of a person's words.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific de-escalation training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for de-escalation includes but is not limited to the following:

    (1) Analyze I.A. complaints and inadequate officer performance data by hiring training track for de-escalation, courtesy, and interviewing skills.

    (2) Survey detectives/supervisors to determine if patrol officers failed to interview or record specific information during an investigation.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Completely overhaul the practical exercise scripts to include more elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). Practical exercises are essential for this type of training.

d. Develop a bank of test questions that align with learning objectives.

e. De-escalation concepts should be integrated and reinforced consistently throughout the employment lifecycle. This includes in-service training topics like motor vehicle stops, use of force, crisis intervention, and persons with mental illness.

7. Surviving Verbal Conflict

    This training overlaps with the BLET *Communication Skills for Law Enforcement* lesson and CMPD-specific de-escalation training (see above). Some of the

additional CMPD-specific training on surviving verbal conflict is supported by internal data. For example, I.A. data from 2016-2020 includes 50 sustained "courtesy complaints." JTA data collected from CMPD first-line supervisors also revealed the following:

- 90.3% = Maintain a calm demeanor to prevent a tense situation from escalating or becoming worse.

- 90.3% = Maintain a calm demeanor when experiencing criticism from peers and the public.

- 85.5% = Use basic listening skills while conducting interviews to ensure a full understanding of a person's words.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific surviving verbal conflict training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for surviving verbal conflict includes analyzing I.A. complaints and inadequate officer performance data by hiring training track for de-escalation, conflict resolution, and courtesy.

b. Overhaul existing text content to develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Inconsistencies found between BLET content and additional CMPD-specific training materials need to be reconciled. CMPD's surviving verbal conflict and de-escalation training should be combined into one course.

d. Develop a bank of test questions and practical exercise scripts with intended outcomes that align with learning objectives (i.e., scoring rubric). Practical exercises are essential for this type of training.

8. Domestic Violence Strangulation

This training overlaps with the BLET *Domestic Violence Response* lesson. The additional training on domestic violence strangulation is supported by internal JTA data collected from CMPD first-line supervisors.

- 100% = Make an arrest without a warrant at scene of domestic violence.

- 90.3% = Recognize signs of domestic violence-related or other strangulation.

- 80.7% = Conduct ongoing/beyond basic response investigation of domestic violence.

CMPD-specific training materials are one and two-page brochures that reinforce existing strangulation content in BLET. The BLET curriculum provides academies with some flexibility to include additional relevant content on any given topic. Therefore, the additional CMPD-specific training on strangulation could be integrated seamlessly into the BLET *Domestic Violence Response* lesson for new recruits without any increase in hours. For intermediate transfers and lateral transfers, the CMPD materials could be provided and explained during field training.

To formalize the additional strangulation training, the following gaps should be addressed for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for crimes involving strangulation includes but is not limited to the following:

   (1) Interview detectives, supervisors, and district attorneys to determine inadequate reporting for domestic violence events according to the hiring training track.

   (2) Determine the number of all potential victims impacted by this training and the severity of inadequate performance versus the training cost associated.

b. Develop an instructor and companion student lesson using instructional design and adult learning best practices.

c. Develop a bank of test questions and/or practical exercise scripts with intended outcomes that align with learning objectives (i.e., scoring rubric).

9. Criminal Investigation Scenarios (Suspect Identification Procedures)

This training overlaps with the BLET *Arrest, Search, Seizure, and Constitutional Law* lesson. BLET content includes specific legal and procedural standards for conducting photographic lineups, live lineups, and show-ups. Some of the CMPD-specific training on suspect identification procedures is supported by internal JTA data collected from CMPD first-line supervisors.

- 100% = Hold a person under investigative stop (applicable for show-ups).

- 86.5% = Conduct a field show-up identification with a victim or witness to identify a suspect.

If the goal is to reinforce concepts covered in BLET with practical scenarios, the additional training is appropriate and recommended. It should be noted that the new BLET curriculum scheduled for release in 2023 includes practical exercises for photographic lineups and in-person show-ups.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific criminal investigation scenario training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for suspect identification procedures includes but is not limited to the following:

    (1) Develop a pre-employment assessment for intermediate and lateral transfers to determine specific training gaps, if any.

    (2) Conduct surveys to determine which identification procedures officers experience more frequently in the field.

b. Update the instructor lesson and develop a companion student lesson using instructional design and adult learning best practices.

c. Completely overhaul the practical exercise scripts to include more elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric).

d. Develop a bank of test questions that align with learning objectives.

10. K-9 Tracking Teams

The CMPD-specific training content overlaps with the BLET *Patrol Techniques* lesson and is supported by internal JTA data. For example, more than ninety percent (90.3%) of first-line supervisors surveyed indicated that officers must be able to "recognize incidents where K-9 or other specialized services may be a useful/necessary resource."

The BLET curriculum provides academies with some flexibility to include additional relevant content on any given topic. Therefore, the twenty-five minutes (25) of allocated classroom time for K-9 training could be integrated seamlessly into the BLET *Patrol Techniques* lesson for new recruits without increasing hours.

The following gaps should be addressed to determine the amount and focus of additional K-9 training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for K-9 use includes but is not limited to the following:

   (1) Survey patrol officers and first-line supervisors to determine the frequency and type of K-9 support used in the field.

   (2) Interview K-9 handlers to determine specific officer performance issues when requesting or providing assistance.

   (3) Analyze inadequate officer performance data by hiring training track for requesting K-9 support and providing assistance.

b. Update the instructor lesson and develop a companion student lesson using instructional design and adult learning best practices.

c. Develop a bank of test questions and/or practical exercise scripts with intended outcomes that align with learning objectives (i.e., scoring rubric).

d. Time needed to administer the practical exercises seems insufficient for the average CMPD new recruit class of fifty (50) students. For example, if it takes ten (10) minutes to administer just one of the two practical scenarios (per recruit), it would take two instructors running concurrent scenarios more than four (4) hours to finish.

11. Driver Training

   The training overlaps with the BLET *Law Enforcement Driver Training* lesson. Additional CMPD-specific driver training is supported by internal data. I.A. data from 2016-2020 shows a yearly average of 156 preventable crashes involving CMPD vehicles and ninety-three (93) sustained "driving" violations. JTA data collected from CMPD first-line supervisors also revealed the following:

   - 100% = Use deflation devices (e.g., stop stick) to slow a vehicle.

   - 100% = Monitor department radio communications to stay aware of law enforcement activity.

   The following gaps should be addressed to determine the amount and focus of additional CMPD-specific driver training for new recruits, intermediate transfers, and lateral transfers:

   a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for driver training includes but is not limited to the following:

(1) Determine the specific primary cause for each crash (i.e., first harmful event by officers). I.A. data identifies additional "safety" concerns for each crash but does not provide enough elaboration or detail.

(2) Analyze inadequate officer performance data for driving by hiring training track.

b. Require intermediate and lateral transfers to successfully complete all BLET Driver Training performance tests to identify deficiencies, if any.

c. Completely overhaul the practical exercise pursuit scripts to include more elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric).

d. Develop a bank of test questions that align with learning objectives.

12. Subject Control/Arrest Techniques (SCAT)

Forty hours (40) of SCAT training is required in BLET. Some of the additional CMPD-specific training on SCAT is supported by internal data. I.A. data from 2016-2020 shows 662 "concerns" about "safety" or "tactics" during use of force events. JTA data collected from CMPD first-line supervisors also revealed the following:

- 100% = Restrain unruly or violent individuals, remove from public areas and arrest if necessary.

- 78.8% = Maintain awareness of distance from person armed with a knife.

- 78.8% = Use force as necessary and appropriate in the apprehension of criminal suspects.

- 80.7% = Handcuff suspects or detainees.

- 78.8% = Apply Subject Control and Arrest Techniques principles in an arrest or to control a subject.

- 78.8% = Handcuff a resisting person and non-resisting person

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific SCAT training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for SCAT training includes but is not limited to the following:

(1) Comparative analysis of all use of force events to determine which tactics are the most effective at minimizing both arrestee and officer injuries.

(2) Analyze the number of physical use of force incidents and costs to CMPD in injuries and civil lawsuits versus annual SCAT refresher training costs.

b. Require intermediate and lateral transfers to successfully complete all BLET SCAT performance tests to identify deficiencies, if any.

c. Develop instructor and companion student lessons using instructional design and adult learning best practices.

d. Structure the training according to how humans learn and retain psychomotor skills.[6] CMPD currently teaches more than fifty (50) different physical skills/tactics to all hiring training tracks. Without repeated and consistent reinforcement of the same skills/tactics throughout the employment lifecycle, it is highly improbable, if not impossible, for officers to learn and retain all of them with established proficiency. The number of CMPD-specific tactics should be significantly condensed and targeted according to individual officer biomechanics. For example, CMPD-specific tactics should be taught according to officer size, strength, ability.

e. Use clinical integration with decision-making.[7] To ensure knowledge transfer, *every* skill/tactic taught needs to be tested and evaluated in a scenario-based environment.

f. Completely overhaul the practical exercise scripts to include more elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). Additionally, de-escalation concepts should be integrated into practical exercises.

g. Develop a bank of test questions that align with learning objectives.

13. Oleoresin Capsicum (O.C.)

The training is a supplement to the BLET *Subject Control and Arrest Techniques* lesson. BLET provides enough content to familiarize students with O.C., but stops short of teaching them how and when to use it.

Training on how and when to use O.C. is determined by individual agency policy and supported by internal data. For example, more than ninety-eight percent (98.08%)

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[6] Lewinski, William J., Ph.D. "A Summary of Research on Pre-Service Training: A Call for Action." (May 2018)

[7] Ibid

of first-line supervisors surveyed indicated that officers must be able to "use chemical agents to control an individual."

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific OC training for new recruits, intermediate transfers, and lateral transfers:

a. Gather additional internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Additional internal data for OC training includes but is not limited to the following:

    (1) The 2016-2020 I.A. use of force data does not provide any specific information on O.C. usage. How much of the UOF I.A. data applies to O.C.? How effective is O.C. use with CMPD officers?

    (2) Analyze inadequate performance data by hiring training track.

    (3) Analyze the number of O.C. usage events and associated costs (e.g., treatment for injuries to arrestees and officers) compared to annual training refresher costs.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop practical exercise scripts that include elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). De-escalation concepts should be integrated into practical exercises.

d. Develop a bank of test questions that align with learning objectives.

14. Taser®

BLET does not provide any content on the Taser®. Training on how and when to use a Taser® is determined by individual agency policy. Additional agency-sponsored Taser® training is appropriate for new recruits, intermediate transfers, and lateral transfers.

Training materials provided by Taser® are acceptable for covering the weapon's nomenclature, general functionality, limitations, and capabilities.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific Taser® training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Internal data for Taser® training includes but is not limited to the following:

   (1) The 2016-2020 I.A. use of force data does not provide any specific information on the Taser. How much of the UOF IA data applies to the Taser?

   (2) Analyze inadequate performance data by hiring training track.

   (3) Analyze the number of O.C. Taser® events and associated costs (e.g., treatment for injuries to arrestees and officers) compared to training costs.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop practical exercise scripts that include elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). De-escalation concepts should be integrated into practical exercises.

d. Develop a bank of test questions that align with learning objectives.

15. Firearms

Forty-eight (48) hours of firearms training is required in BLET. The State also mandates annual firearms qualification training for officers.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific firearms training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Internal data for firearms training includes but is not limited to the following:

   (1) Determine how much of the use of force I.A. data applies to firearms.

   (2) Analyze inadequate firearms performance data by hiring training track.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop practical exercise scripts that include elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). De-escalation concepts should be integrated into practical exercises.

d. Develop a bank of test questions that align with learning objectives.

16. Characteristics of Armed Subjects (Surviving the First Three-Seconds)

This training overlaps with and could be integrated with the BLET *Subject Control and Arrest Techniques* lesson. Other applicable BLET lessons include *Firearms* and *Patrol Techniques*. Some of the CMPD-specific training could be integrated seamlessly into the above BLET topics for new recruits without increasing hours.

JTA data collected from CMPD first-line supervisors also revealed the following:

- 100% = Watch occupants of a stopped vehicle to identify unusual or suspicious actions.

- 90.3% = Observe, recognize, and interpret human behavior.

- 78.85% = Recognize an ambush and respond consistently with Survival Stress Response (SSR) principles.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific officer safety training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. This includes but is not limited to the following:

(1) Analyze inadequate performance data by hiring training track.

(2) Survey first-line supervisors and uniform patrol officers for specific incident details and best outcomes.

(3) Determine the number and amount of officer and citizen injuries versus annual costs of the training program.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop practical exercise scripts that include elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric).

d. Develop a bank of test questions that align with learning objectives.

17. Tactical Decision Making: Patrol Response to Suicidal Subjects

The training overlaps with and could be integrated with the BLET *Subject Control and Arrest Techniques* lesson. Other applicable BLET lessons include *Individuals with*

Mental Illness and *Patrol Techniques*. Some of the CMPD-specific training could be integrated seamlessly into the above BLET topics for new recruits without increasing hours.

The following gaps should be addressed to determine the amount (if any) and focus of additional CMPD-specific officer safety training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Internal data for officer safety training includes but is not limited to the following:

   (1) I.A. data does not identify specific circumstances where safety, communication, or tactics applies to suicidal persons.

   (2) Analyze inadequate performance data by hiring training track.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop practical exercise scripts that include elaboration for administration and intended outcomes that align with learning objectives (i.e., scoring rubric). De-escalation concepts should be integrated into practical exercises.

   The time needed to administer the practical exercises seems insufficient for an average CMPD new recruit class of fifty (50) students. For example, if it takes ten (10) minutes to administer just one of the two practical scenarios (per recruit), it would take two instructors running concurrent scenarios more than four (4) hours to finish.

d. Develop a bank of test questions that align with learning objectives.

18. KB-COPS

KB-COPS an agency-specific reporting system used by CMPD, and the additional training is appropriate and recommended. I.A. data from 2016-2020 shows one (1) sustained complaint about "departmental reports."

KB-COPS training for new recruits, intermediate transfers, and lateral transfers should be done immediately before field training. Delivering KB-COPS training just before field training allows officers to apply knowledge learned immediately for on-the-job evaluation.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific KB-COPS training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Internal data for KB-COPS training includes but is not limited to improper or inadequate performance *after* receiving training or using the system.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop a bank of test questions that align with learning objectives.

19. DCI/NCIC and NCAWARE

CMPD-specific training overlaps with the BLET *Law Enforcement Communication and Information Systems* lesson. BLET does not provide the DCI/NCIC certification training because it is a separate standardized and state-mandated curriculum developed by the SBI.

Additional training on DCI/NCIC is supported by internal JTA data. One-hundred percent (100%) of first-line supervisors surveyed indicated that officers must be able to "Use State, local and/or federal criminal information systems (DCI, NCIC, NCAWARE, CJLEADS) to obtain information related to crimes, events, suspects" (See page 37 of Appendix A).

DCI/NCIC training for new recruits should be delivered before field training so the knowledge learned can be applied immediately for on-the-job evaluation. Intermediate and lateral transfers may already be DCI/NCIC certified. Training staff can develop an assessment to determine DCI/NCIC competency before training.

20. Legal Update (Brady vs. Giglio)

CMPD-specific training is not currently covered in BLET but supported by internal JTA data. However, more than ninety percent (90.3%) of first-line supervisors surveyed indicated that officers must be able to "follow ethical concepts contained in Brady vs. Giglio" (See page 36 of Appendix A).

The new BLET scheduled for state-wide release in 2023 contains content on Brady vs. Giglio. Until then, it is recommended that CMPD provide this training. Additionally, the following gaps should be addressed so the legal update training can be delivered effectively to new recruits, intermediate transfers, and lateral transfers:

a. Develop instructor and companion student lessons using instructional design and adult learning best practices to include measurable learning objectives.

b. Develop a bank of test questions that align with learning objectives.

21. Spanish for Law Enforcement

The BLET *Communication Skills for Law Enforcement* and *Responding to Victims and the Public* lessons include best practices for communicating with people who speak little or no English. The minimal CMPD-specific content could be integrated seamlessly into the BLET *Subject Control and Arrest Techniques* for new recruits without increasing in hours.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific Spanish training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. Internal data for Spanish training includes but is not limited to the following:

(1) Determine the city's Spanish-speaking demographics and identify potential zones to assign officers who are fluent in Spanish.

(2) Survey first-line supervisors and officers to determine basic Spanish language needs for the most common encounters.

(3) Analyze inadequate performance data by hiring training track.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop a bank of test questions that align with learning objectives.

22. Cultural Competency

The BLET *Communication Skills for Law Enforcement* and *Responding to Victims and the Public* lessons include content on cultural awareness, diversity, and community outreach. Some of the additional CMPD-specific training for cultural competency can be integrated seamlessly into either of the above BLET lessons for new recruits without increasing hours.

Some of the additional CMPD-specific training cultural competency is supported by internal data. There were sixteen (16) external complaints for "Arbitrary Profiling" from 2016-2020.

The new BLET *Communication Skills* lesson scheduled for state-wide release in 2023 includes a significant increase in content on cultural diversity and the impact an officer's bias can have on decision-making.

The following gaps should be addressed to determine the amount and focus of additional CMPD-specific cultural competency training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. This includes but is not limited to the following:

   (1) Analyze specific I.A. complaints relevant to cultural competency.

   (2) Analyze inadequate performance data by hiring training track.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop a bank of test questions that align with learning objectives.

Cultural competency training should be combined with the Community Enrichment experience. CMPD currently requires new recruits to spend time with various community members from different cultural and ethnic backgrounds. The Cultural Enrichment experience may be more appropriate and impactful if done during field training for all three training tracks.

23. Diversion Training

Diversion training should be delivered immediately after or woven into the BLET *Juvenile Laws* lesson for new recruits. The additional CMPD-specific diversion training provides significant amounts of procedural and unit-specific information that may be more applicable for learning during field training.

The following gaps should be addressed to determine the amount (if any) and focus of additional CMPD-specific diversion training for new recruits, intermediate transfers, and lateral transfers:

a. Gather internal data to determine specific training needs, develop measurable learning objectives, and demonstrate overall impact. This includes but is not limited to the following:

   (1) Interview Juvenile Detectives to determine specific circumstances where officer performance was inadequate or improper to include frequency.

   (2) Analyze inadequate performance data by hiring training track.

b. Develop instructor and companion student lessons using instructional design and adult learning best practices.

c. Develop a bank of test questions that align with learning objectives.

Section III.   Annual Training

Review ongoing training provided throughout an officer's career with CMPD with consideration given to the timing of training in terms of years of service.

North Carolina Administrative Code (12 NCAC 09E) requires every sworn law enforcement officer to complete a minimum of 24 hours of annual in-service training.[8] Failure to complete the required annual in-service training during any calendar year will result in a suspension of the officer's certification. The North Carolina Justice Academy (NCJA) is responsible for developing most of the in-service training materials.

Annual in-service training hours are divided into "mandatory" and "agency choice" topics. Officers must annually complete all mandatory topics identified by the State. Agencies can choose the remaining required training hours from a list of pre-determined topics or develop their own. In-service training for 2021 requires officers to complete 14-hours of "mandatory" and 12-hours of "agency choice" topics.

Annual in-service training topics are determined by stakeholders throughout North Carolina. Mandatory in-service training, however, does not always align with specific individual agency needs. Therefore, according to available internal data, this report focuses on CMPD's unique in-service training needs for the near future.

The ninety-three (93) specific tasks identified as critical (See pages 35-41 of Appendix A) and 2016-2020 I.A. data provide CMPD with a valid starting point for determining future in-service training needs. Additional data collection and analysis are recommended. The ninety-three critical tasks were identified by 75% or more first-line supervisor respondents and had a Consequence of Inadequate Performance (CIP) rating of 4.5 or higher (see table below).

CIP Rating						
1	2	3	4	5	6	7
Minimal	Not Serious	Fairly serious	Serious	Very Serious	Extremely Serious	Disastrous

The ninety-three tasks and 2016-2020 I.A. data provided were organized into six (6) categories. Supervisor percentage (%) responses and CIP ratings are provided after each task. Some tasks also overlap with more than one category.

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[8] In-Service. North Carolina Justice Academy. Nd. Accessed May 2021. https://ncdoj.gov/ncja/commission-courses/in-service/.

A. Communication Skills and De-escalation

Effective communication skills are skills essential to the real-world practice of successful policing. Therefore, communication skills should be integrated into all applicable in-service topics for consistent reinforcement throughout the employment lifecycle.

1. Critical Tasks

   a. Maintain a calm demeanor to prevent a tense situation from escalating or becoming worse (90.3%; 4.79 CIP).

   b. Use basic listening skills while conducting interviews to ensure a full understanding of a person's words (86.5%; 4.51 CIP).

   c. Maintain a calm demeanor when experiencing criticism from peers and the public (90.3%; 4.51 CIP).

   d. Execute a motor vehicle stop, approach, and talk to the operator and passengers (100%; 5.23 CIP).

   e. Interview complainants and witnesses (86.5%; 4.58 CIP).

   f. Describe suspect, missing persons, etc. to other officers (100%; 5.12 CIP).

   g. Observe, recognize, and interpret human behavior (90.3%; 5.00 CIP).

   h. Present case facts to a judicial officer to obtain an arrest warrant (78.8%; CIP 4.88).

   i. Present evidence and testimony in legal proceedings (e.g., grand jury) (80.7%; 4.88 CIP).

   j. Describe suspect, missing persons, etc., to other officers (100%; 5.12 CIP).

2. I.A. Data

   IA data provided does not contain specific meta-data of inadequate job performance or complaints related to communications. However, possible correlations may be found in the following with additional analysis or changes in future data collection efforts.

   a. There were 448 "Communication Concerns" during use of force events.

   b. Eighty-three (83) "Courtesy" complaints.

   c. Ninety-two (92) "Unbecoming Conduct" complaints.

B. Investigations

Investigation topics contain the most job tasks identified by CMPD first-line supervisors. Many are directly correlated with tasks identified in the Legal category and should be combined for reinforcement during in-service training.

1. Critical Tasks

   a. Perform law enforcement duties in all weather and temperatures (100%; 4.65 CIP).

   b. Respond to crime-in-progress calls (100%; 5.48 CIP).

   c. Conduct preliminary investigations for various felony and misdemeanor crimes (100%; 5.33 CIP).

   d. Conduct ongoing/beyond basic response investigation of suspicious activity (82.6%; 4.53 CIP).

   e. Conduct ongoing/beyond basic response investigation of domestic violence (80.7%; 4.81 CIP).

   f. Intercede in domestic disputes to resolve, maintain peace, and protect persons (100%; 5.48 CIP).

   g. Recognize the signs of domestic violence related strangulation (90.3%; 5.15 CIP).

   h. Make an arrest without warrant at scene of domestic violence (100%; 5.33 CIP).

   i. Recognize and identify instances of human trafficking (84.6%; 4.89 CIP).

   j. Secure the crime scene and establish a secure perimeter (100%; 4.94 CIP).

   k. Recognize incidents where specialized services (e.g., K-9, Air, SWAT) may be a useful or a necessary resource (100%; 4.81).

   l. Interview complainants and witnesses (86.5%; 4.58 CIP).

   m. Use audio/video/body worn camera to record statements or confessions (86.5%; 4.71 CIP).

   n. Write down confessions or other statements from suspects, victims, and witnesses (86.5%; 4.76 CIP).

   o. Conduct a field "show-up" with victims or witnesses to identify a suspect (86.5%; CIP 4.89).

   p. Describe suspect, missing persons, etc. to other officers (100%; 5.12 CIP).

q. Observe, recognize, and interpret human behavior (90.3%; 5.00 CIP).

r. Use state, local, or federal criminal information systems (DCI/NCIC/NCAWARE/CJLEADS) to obtain information related to crimes, events, or suspects (100%; 4.88 CIP).

s. Check arrestee for outstanding warrants (78.8%; 4.78 CIP).

t. Search for missing adults (100%; 4.63 CIP).

u. Search for missing children (100%; 4.94 CIP).

v. Search for persons in a darkened building or environment (90.3%; 5.83 CIP).

w. Participate in a search for escaped persons (96.1%; 5.16 CIP).

x. Seize contraband, weapons, and stolen property from suspects (80.7%; 5.55 CIP).

y. Collect and package evidence or property correctly (86.5%; 4.58 CIP).

z. Fill out forms to document chain of custody for evidence (86.5%; 4.60 CIP).

aa. Witness cavity searches to preserve potential chain of evidence (82.6%; 4.91 CIP).

bb. Identify elements of a crime to ensure proper charges (80.7%; 5.38 CIP).

cc. Conduct research in state code and local laws to determine proper charges (78.8%; CIP 4.68).

dd. Apprehend and place juvenile offenders in custody (80.7%; 4.76 CIP).

ee. Prepare or present facts to a judicial officer to obtain an arrest warrant (78.8%; CIP 4.88).

ff. Present evidence and testimony in legal proceedings (80.7%; 4.88 CIP).

gg. Review facts of a case to determine whether it is a criminal or civil matter (80.7%; 4.55 CIP).

hh. Review case reports and notes to prepare for court testimony (80.7%; CIP 4.76).

2. I.A. Data

    Data does not contain needed specifics of inadequate job performance or complaints related to investigations. Possible correlations may be found in the following with additional analysis or changes in future data collection efforts.

    a. Seventy-seven (77) complaints for "Arrest, Search, and Seizure."

    b. Thirty-three (33) complaints for "Department Reports."

    c. Eight (8) complaints for "Improper use of Property and Evidence."

C. Legal

Annual mandatory in-service training always has a legal topic, but it usually addresses recent statutory or case law changes. Many legal tasks identified by CMPD first-line supervisors overlap with Investigation and Use of Force categories.

1. Critical Tasks

    a. Hold a person under investigative detention/conduct a Terry Stop (100%; 5.33 CIP).

    b. Conduct a frisk or pat down (80.7%; 5.60 CIP).

    c. Arrest persons without a warrant (80.7%; 5.17 CIP).

    d. Arrest persons with a warrant (80.7%; 5.05 CIP).

    e. Take into custody a person detained by citizen or merchant (78.8%; 4.51 CIP).

    f. Conduct a full search of an arrested person (80.7%; 5.57 CIP).

    g. Conduct a warrantless search (80.7; 5.14 CIP).

    h. Verify warrants before execution (78.8%; 5.51 CIP).

    i. Obtain arrest warrant or make proper return (78.8%; 4.66 CIP).

    j. Read warrants and affidavits to ensure completeness and accuracy (80.7%; 4.79 CIP).

    k. Review the facts of case to determine if it is a criminal or civil matter (80.7%; 4.55 CIP).

    l. Read restraining and protection orders and other legal papers to determine meaning and proper law enforcement response (80.7%; 4.98 CIP).

    m. Enforce court issued protection orders (78.8%; 5.05 CIP).

    n. Search an automobile under independent probable cause (80.7%; 4.95 CIP).

    o. Advise persons of his or her constitutional/Miranda rights (80.7%; 5.36 CIP).

    p. Conduct a strip search of an arrestee according to State law and agency procedure (84.6%; 4.91 CIP).

    q. Make an arrest without warrant at a domestic violence scene (100%; 5.33 CIP).

    r. Recognize laws and limits on law enforcement powers when crossing jurisdictional lines (100%; 5.25 CIP).

    s. Conduct warrantless searches of premises or property in exigent circumstances such as a hot pursuit, with or without consent, or incident to arrest (80.7%; 5.31 CIP).

    t. Conduct a field "show-up" with a victim or witness to identify a suspect (86.5%; CIP 4.89).

    u. Seize contraband, weapons, or stolen property from suspects (80.7%; 5.55 CIP).

    v. Follow State laws related to release of public records (96.1%; CIP 4.98).

    w. Follow ethical concepts contained in Brady vs. Giglio (90.3%; CIP 5.79).

    x. Follow federal and State rules of privacy and security to control access to law enforcement records (100%; 4.63 CIP).

2. I.A. Data

Includes some relevant data for legal matters. Possible additional correlations may be found in the following with more analysis or changes in future data collection efforts.

    a. There were 121 complaints for "Violation of Rules."

    b. Seventy-seven (77) complaints for "Arrest, Search, and Seizure."

    c. Fifty-one (51) complaints for "Conformance to Laws."

    d. Six (6) complaints for "Knowledge of Regulations."

D. Ethics/Duty to Intervene

CIP ratings for this category were the highest overall and identified by red text. This signals a need for ongoing training throughout the employment lifecycle. National trends indicate the need for continuous ethical training reinforcement.[9] Many states have adopted annual or bi-annual ethics training for in-service, including North Carolina.

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[9] Reamer, Frederic G and Verdi, Thomas, (2017, September). Teaching Ethics in the Training Academy: A State of the Art Approach. Police Chief Online.

Moreover, *Duty to Intervene* training should be integrated into all in-service programming as soon as possible.

1. Critical Tasks

    a. Follow ethical concepts contained in Brady vs. Giglio (90.3%; 5.79 CIP).

    b. Apply ethical standards while performing law enforcement duties (90.3%; 5.96 CIP)

    c. Promptly intervene to stop improper, unethical, or illegal peer conduct (90.3%; 5.87 CIP).

    d. Recognize and report misconduct of other officers (90.3%; 5.87 CIP).

    e. Apply ethical principles to solve peer-related problems (90.3%; 4.83 CIP).

    f. Encourage/model professional standards among colleagues (90.3%; 5.17 CIP).

    g. Use proper judgment when confronted with offers of gratuity (90.3%; 5.11 CIP).

    h. Recognize and refer potential harassment violations (84.6%; 4.59 CIP).

2. I.A. Data

    Provided I.A. data includes some data relevant to ethics and the duty to intervene. Possible additional correlations may be found in the following with more analysis or changes in future data collection efforts.

    a. Ninety-two (92) "Unbecoming Conduct" complaints.

    b. Eighty-five (85) complaints for "Neglect of Duty."

    c. Seven (7) complaints for "Use of Drugs or Alcohol on Duty or in Uniform" and one (1) complaint for "Possession and Use of Drugs."

    d. Two (2) complaints for "Abuse of Position" and one (1) for 'Gifts and Gratuities."

E. Motor Vehicle Stops/Driver Training

Driver's training is an essential job skill needing consistent reinforcement. "Of the 134 line of duty law enforcement deaths in 2017, 35 percent were vehicle-related – even more than gun-related deaths."[10]

1. Critical Tasks

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[10] Dees, Tim. (2018, July). Arrive Alive: The Importance of LE Driver Training. *Police One Digital Evidence*. https://www.police1.com/vehicle-incidents/articles/arrive-alive-the-importance-of-le-driver-training-xM21WGZCvslMYCSa/.

a. Perform law enforcement duties in all weather and temperatures (100%; 4.65 CIP).

b. Execute a motor vehicle stop, approach and talk to the operator and passengers (100%; 5.23 CIP).

c. Maintain a calm demeanor to prevent a tense situation from escalating or becoming worse (90.3%; 4.79 CIP).

d. Activate emergency equipment and direct violator's vehicle out of moving traffic to execute unknown risk stop (100%; 5.25 CIP).

e. Hold a flashlight while performing various law enforcement duties (90.3%; 4.72 CIP).

f. Watch occupants of stopped vehicle to identify unusual or suspicious actions (100%; 5.23 CIP).

g. Observe, recognize, and interpret human behavior (90.3%; 5.00 CIP).

h. Use state, local or federal criminal information systems (DCI/NCIC/NCAWARE/CJLEADS) to obtain information related to crimes, events, or suspects (100%; 4.88 CIP).

i. Exercise discretion in selecting appropriate enforcement action (90.3%; 4.72 CIP).

j. Search automobile under independent probable cause (80.7%; 4.95 CIP).

k. Conduct high-risk vehicle stop (100%; 6.19 CIP*).

   *One of the two tasks identified with a CIP rating higher than 6.00.

l. Serve as back-up officer at the scene (100%; 5.44 CIP).

m. Monitor department radio communications to stay aware of law enforcement activity (100%; 5.17 CIP).

n. Use deflation devices or stop sticks to slow a vehicle (100%; 4.61 CIP).

2. I.A. Data

   There is some data relevant to motor vehicle stops and driver training. Possible additional correlations may be found in the following with more analysis or changes in future data collection efforts.

   a. There were 156 preventable traffic crashes involving CMPD vehicles.

b. There were 341 pursuit "concerns" noted for "communication, safety, and/or tactics."

F. Subject Control/Use of Force/Officer Safety

Several tasks identified by CMPD first-line supervisors overlap with the Investigation category.

1. Critical Tasks

a. Perform law enforcement duties in all weather and temperatures (100%; 4.65 CIP).

b. Serve as back-up officer at the scene (100%; 5.44 CIP).

c. Search for person in darkened building or environment (90.3%; 5.83 CIP).

d. Maintain a calm demeanor to prevent a tense situation from escalating or becoming worse (90.3%; 4.79 CIP).

e. Recognize and handle/endure effects of job-related stress/fatigue on yourself or others (78.8%; CIP 5.46).

f. Restrain unruly or violent individuals, remove from public areas and arrest if necessary (100%; 5.69 CIP).

g. Observe, recognize, and interpret human behavior (90.3%; 5.00 CIP).

h. Recognize an ambush and respond consistent with Survival Stress Response (SSR) principles (78.8%; CIP 5.83).

i. Hold flashlight while performing various law enforcement duties (90.3%; 4.72 CIP).

j. Respond to and control scene involving barricaded subject (100%; 5.79 CIP).

k. Conduct and control initial contact with a barricaded subject (100%; 5.50 CIP).

l. Apply principles of perimeter containment as necessary (90.3%; 4.72 CIP).

m. Maintain awareness of distance from person armed with knife (78.8%; 6.22 CIP*).

   *One of the two tasks identified with a CIP rating higher than 6.00.

n. Use chemical agents to control an individual (98%; 5.06 CIP).

o. Use force as necessary and appropriate in apprehension of criminal suspects (78.8%; 5.90 CIP).

p. Apply Subject Control and Arrest Techniques (SCAT) principles in an arrest. or to control a subject (78.8%; 5.56 CIP).

q. Use force as necessary and appropriate in service of civil process or involuntary commitment (78.8%; CIP 5.22).

r. Handcuff a resisting person (78.8%; 5.71 CIP).

s. Handcuff a non-resisting person (78.8%; 5.00 CIP).

t. Handcuff suspects or detainees (80.7%; 5.45 CIP).

u. Hold person under investigative detention or conduct a Terry Stop (100%; 5.33 CIP).

v. Conduct frisk or pat down (80.7%; 5.60 CIP).

w. Conduct full search of arrested persons (80.7%; 5.57 CIP).

x. Conduct search of persons entering public facility (96.1%; 5.64 CIP).

y. Examine physical condition of person in custody to assess need for medical attention (78.8%; 5.46 CIP).

z. Prepare written reports to record injuries of persons in custody (78.8%; 4.90 CIP).

aa. Recognize and handle suspected powdery substances like fentanyl according to safe practices (90.3%; 5.96 CIP).

2. I.A. Data

Some of the I.A. data provided is relevant to officer safety and the use of force. Possible additional correlations may be found in the following with more analysis or changes in future data collection efforts.

a. There were 916 "concerns" noted for use of force events related to "communications, safety and/or tactics."

b. Twenty-eighty (28) sustained complaints for use of force.

Section IV.   Further Considerations and Recommendations

A. Create a Training Advisory Committee (TAC)[11]

Develop an in-service Training Advisory Committee (TAC) comprised of staff from all facets of the department (e.g., academy staff, patrol officers, detectives, administration, legal staff, I.A.) and specific community stakeholders. The TAC should convene at least bi-annually to review relevant internal data and prioritize CMPD training needs.

B. Use Return on Investment (ROI) Metrics

The CMPD should continuously evaluate the impact of *every* training topic based on agency-specific outcomes (e.g., improvements in on-the-job performance, fewer citizen complaints, reduced officer/suspect injuries, money saved) using data-driven metrics. ROI evaluation models developed by Donald Kirkpatrick[12] or Jack Phillips[13] can be used to quantify the overall value of CMPD-specific training and provide justification for continuous or more funding.

C. Conduct a Staffing Study for the Training Academy

CMPD has not increased its training academy staff since 2004 even though the agency has added more than 425 officers in the last 17 years.[14] [15] Given national trends, basic and in-service training responsibilities for large agencies like CMPD will continue to accelerate. The demands for meeting state-mandated training (BLET and in-service) has prevented CMPD academy instructors from having enough time to develop robust and evidence-based training materials. Based on our interviews with training academy staff, CMPD's instructors are currently over-tasked and understaffed. This can adversely impact the quality of training provided to new recruits, intermediate and lateral transfers, and in-service officers. A staffing study to compare CMPD responsibilities with those similar-sized agencies could show performance gaps and a need for additional staff.

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[11] Training: Bringing the NYPD into the 21st Century. NYPD News. http://www.nyc.gov/html/nypd/html/home/POA/pdf/Training.pdf.

[12] Kirkpatrick, Donald. Kirkpatrick, James and Kirkpatrick, Wendy. (2013, February) The Kirkpatrick Model. Training Industry. https://trainingindustry.com/wiki/measurement-and-analytics/the-kirkpatrick-model/.

[13] Deller, Jonathan. (2019, October) The Complete Phillips ROI Model Tutorial for Beginners.Kodo Survey. https://kodosurvey.com/blog/complete-philips-roi-model-tutorial-beginners.

[14] Charlotte Mecklenburg Police Department 2005 Annual Report. (2005) https://charlottenc.gov/CMPD/Organization/Documents/OfcoftheChief/ResearchPlanning/2005AnlRpt.pdf.

[15] Charlotte Mecklenburg Police Department Internal Affairs 2019 Report. (2019). https://charlottenc.gov/CMPD/Organization/Documents/OfcoftheChief/InternalAffairs/2019_IA_Annual_Report.pdf.

D. Employ a Full-Time Civilian Curriculum Developer

Officers assigned to the training division are required to take a two-week N.C. Commission *General Instructor Training* (GIT) course. GIT only provides a basic overview on instructional design and curriculum development. Developing legally defensible job training curriculums that engage adult learners requires advanced education credentials, technical writing skills, and years of experience that cannot be gained from any two-week course. The distinct gaps in CMPD-specific training materials underscore limited academy instructor ability or experience in curriculum development.

1. The following are primary reasons why CMPD academy instructors are lacking in curriculum development skills:

   a. CMPD does not provide additional training on curriculum development or instructional design beyond GIT for academy instructors or require relevant skills as a pre-requisite. In all fairness to CMPD, the credentials, skills, and experience needed for curriculum development are not common for individuals seeking a career in law enforcement. For state-mandated BLET and in-service training, the CMPD <u>needs instructors who can deliver the content effectively, not develop curriculum</u>. CMPD academy instructors become highly effective delivering content because they spend most of their time teaching.

   b. Academy instructors have very little time, if any, for developing curriculum. Most work hours are spent delivering state-mandated training materials to obtain a law enforcement certification (i.e., BLET) or retain it (i.e., in-service training requirements). On average, it takes forty-three (43) hours to develop one (1) contact hour of classroom instruction.[16] In other words, an academy instructor would need at least 344 hours to do data analysis, content research, and build materials (e.g., lesson manuscripts, visual aids, testing components) for an eight (8) hour course. Given current staffing levels and teaching workloads, CMPD academy instructors cannot devote the time needed to develop curriculum properly.

   c. The average tenure of a CMPD academy instructor is less than six (6) years. *If* curriculum development skills are acquired, they leave when the instructor is transferred along with all of his or her historical knowledge.

2. Employing <u>at least one</u> (1) full-time, preferably two, curriculum developers would allow CMPD academy instructors to focus on teaching and honing their delivery skills. Moreover, if one developer resigned, the other could maintain continuity.

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[16] Chapman, Bryan; (2006). Estimating Costs and Time In Instructional Design. The Performance Juxtaposition Site. http://www.nwlink.com/~Donclark/hrd/costs.html.

Additional duties and responsibilities for a full-time curriculum developer should include the following:

a. Ongoing data collection and analysis. This includes developing internal surveys and working directly with I.A. staff, first-line supervisors, and field training officers to determine CMPD-specific training needs. It also includes developing and analyzing ROI metrics.

b. Conduct research and development efforts for all CMPD-specific training curriculum materials to include specific branding, formatting, and style standards.

c. Network and collaborate with internal and external subject matter experts (SME). Actively seek and use feedback from CMPD SMEs and legal staff to develop training materials.

   Note: Experienced curriculum developers rely heavily on and work directly with SMEs. An ideal candidate would have a criminal justice or public safety background, but it is not necessary.

d. Conduct ongoing and scheduled literature reviews for all CMPD-specific training materials to make updates and revision as needed. Mangage all version control measures and training material archives.

e. Provide additional training for academy instructors on best practices for delivering content.

3. The CMPD curriculum developer should have a Master's Degree or above with proven experience in adult education, instructional design, and teaching. The salary range for an experienced curriculum developer is $75k to $100k. This rate is the equivalent or less than the total salary and benefit package for academy instructors who are sworn law enforcement officers.

4. The CMPD curriculum developer should be assigned to the training academy and report directly to the Lieutentant.

Conclusion

The CMPD has robust basic and in-service training programs. The current list of in-service topics offers officers of all ranks multiple options for career development to include leadership training. The CMPD academy staff should be commended for the sheer volume of annual training it delivers to new recruits, lateral transfers, and in-service personnel, both sworn and non-sworn. The entire training division, especially Lieutenant Jason Helton, was instrumental in helping the team compile the information needed for this report. Lieutenant Helton and his staff provided every requested document and answered every question promptly. Any gaps identified in this report should not overshadow the academy's commitment to training CMPD officers who ultimately serve the citizens of Charlotte.

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