

Facilitator Guide

A Tactical Mindset: Procedural Justice and Police Legitimacy (PJ2)

National
Initiative for
Building
Community
**TRUST &
JUSTICE**

Credits

A Tactical Mindset: Procedural Justice and Police Legitimacy

Facilitator Guide

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Table of Contents

Course Details	5
Lesson	6
Introduction	6
Housekeeping.....	6
Objectives.....	6
Module One	7
Community Bank Account.....	7
We Make a Difference	8
Our Goals.....	8
Definitions	9
Why are we here, again?	9
Procedural Justice Principles	10
Legitimacy: “THEM”	10
Legitimacy: “Us”	10
Procedural Justice Formula.....	11
Melting the Polar Ice Cap of Preconception	11
Lawfulness vs. Legitimacy.....	12
Procedural Justice Leads to Legitimacy	13
High Legitimacy allows us to be the Police	13
Dragnet Video: Part I.....	13
Module Two	15
Transparency.....	15
Scenario #1: Red Light Scenario	15
Instructor Notes for Scenario 1 and Subsequent Scenarios.....	15
Scenarios for Procedural Justice: Overview	15
Scenario Goals and Objectives.....	15
Scenario Process	16
Safety Protocol	17
Scenario # 1 – Red Light Scenario	17
Script of Video	17
Module Three.....	19
Inform the Community.....	19
Chicago Police Go Public	19
Scenario # 2 – Suspicious Person Scenario.....	21
Dragnet Video Part II.....	22
Module Four.....	23
Treatment Matters	23
North Lawndale Employment Network.....	23
U-Turn Permitted Program.....	23
Scenario # 3 – Lock-Up Scenario	26
Module Five	28
Tactical Mindset, Tactical Communications	28
Scenario # 4 – Burglary in Progress Scenario	29
Dragnet Video Part III.....	30

Table of Contents

Module Six31

 Why we do what we do 31

 Making a Deposit 31

 The Rest of the Story 31

 Stop and Listen 31

 What Policing Demands of Us 32

 Man on the Street Video 32

 What do people really think of us? 34

 Conclusion 34

References36

Appendix38

Overview

Course Details

Duration of Instruction

Total Time: 8 Hours

Materials and Equipment

- Multi-media projector and media presenter
- Media slide presentation, lesson plan
- Suggested room set-up:
 - Tables should be set up in a U-shape formation to allow for scenarios to be presented throughout course
 - Table tents with participants' names

Required Learners' Materials

There are no required learners' materials for this course.

Instructional Goal

The goal of this course is to reintroduce the principles of procedural justice, gain a deeper understanding of the core concepts of police legitimacy, and build better relationships within the communities that we serve via the use of visual and scenario-based training.

Learning Objectives

- Review police legitimacy and the principles of procedural justice.
 - Discuss the benefits of applying procedural justice and how its application positively affects "officer safety."
 - Discuss how police legitimacy affects our work as police officers.
- Identify the principles of procedural justice demonstrated in scenario-based training.
- Recognize situations in which the principles of procedural justice may apply.
- Understand the citizen's point of view of police actions.
- Spark re-affirmation of police nobility.

How to Facilitate This Course Successfully (FranklinCovey, 2009)

Provide a Safe Learning Environment

- Set a positive tone and create an atmosphere where it's safe to share ideas.

- Guide group discussions in order to avoid inappropriate personal comments, unconstructive criticism, or hurtful remarks.
- Don't let a few people monopolize discussions.
- Make sure everyone is involved in the exercises and discussions.
- Don't ask a question and then call on an individual to answer it. Ask your question and then ask if anyone has a suggestion or an answer. If your group is quiet, they may prefer opportunities to address questions at their individual table groups and share highlights with the large group.-

Timing and Pace

- Stay within specified time limits as closely as possible to ensure ample time for completing all sections of the course.
- Keep the pace of the program energetic and interesting.

Breaks

- Provide breaks to maintain participants' energy and interest.

Modeling and Personalizing

- Model procedural justice to increase the power of your teaching. What you are will be as powerful in the eyes of your participants as what you say.
- Share your own experiences and viewpoint will to increase the impact of your teaching. Use powerful, personal stories to illustrate the concepts from your own experience.
- Make the learning as interactive as possible and avoid lecturing too much.
- Vary the activities. Let participants work as individuals, in pairs, in table groups, or with randomly selected teams, as room size and the number of participants allow.
- Remember to set up and debrief videos appropriately and do not just show them. To debrief a video, seek insights from participants on what they learned.

Introduction

Lesson

Instructor Note:

- In order for an instructor to teach and facilitate this class on procedural justice and police legitimacy, the instructor should first possess a working knowledge of procedural justice and police legitimacy I. The instructor may find additional resources by referring to the procedural justice and police legitimacy I lesson plan.

Introduction

Instructor Note:

- Slide 1: A Tactical Mindset: Procedural Justice and Police Legitimacy

The instructor should introduce him/herself to the class. Upon completing his/her introduction, the instructor will give a short introduction of the course and how it was developed. The instructor should point out that this course is a follow-up to the procedural justice and police legitimacy I course.

Next, the instructor will introduce the concept of procedural justice as a tactical mindset. The instructor will relay that research has shown that officers who employ procedural justice as a tactic will increase their personal safety, receive less resistance from the community, and reduce stress in the performance of their duties. The instructor will emphasize that procedural justice techniques are a communication tool that officers should use in the performance of their duties, and should be utilized throughout the use of force continuum.

Instructor Note:

- Slide 2: Housekeeping

Housekeeping

Review the housekeeping rules and classroom protocol with the class.

- Ask: "Please silence cell phones....there will be plenty of time to check your messages!"
- Remind learners of the restroom locations.
- Inform the learners of break times, length of breaks (10 minutes), and lunch time and length (one hour).
- Remind learners that everyone has something to offer - so be respectful of the opinions of others.
- Communicate: "Have an open mind!"

Instructor Note:

- Slide 3: Objectives

Objectives

Review the course objectives with the class.

- Review the concept of police legitimacy and the principles of procedural justice.
- Discuss the benefits in terms of "Officer Safety".
- Discuss how police legitimacy affects our work.
- Demonstrate the use of procedural justice principles.
- Recognize situations where the principles of procedural justice may apply.
- Recognize the citizen response to police actions.
- Affirm police nobility

Module 1

MODULE ONE

Instructor Note

Slide 4: Play End of Watch video

Debrief the video. How did the officers respond to the threat? They walked into the “fire” and eliminated the threat. That is what officers do. Discuss the narrative in the beginning of the video. “We are the POLICE”.

“I am the police, and I'm here to arrest you. You've broken the law. I did not write the law. I may even disagree with the law but I will enforce it. No matter how you plead, cajole, beg or attempt to stir my sympathies, nothing you do will stop me from placing you in a steel cage with gray bars. If you run away I will chase you. If you fight me I will fight back. If you shoot at me I will shoot back. By law I am unable to walk away. I am a consequence. I am the unpaid bill. I am fate with a badge and a gun. Behind my badge is a heart like yours. I bleed, I think, I love and yes I can be killed. And although I am but one man, I have thousands of brothers and sisters who are the same as me. They will lay down their lives for me, and I them. We stand watch together. The thin blue line, protecting the prey from the predators, the good from the bad. We are the police.”

Does this describe us? We protect the weak and innocent from the bad. Why do we do this job? We do the job to help people and to stand watch over them. Does this video represent our everyday? NO. We are trained if it happens, but this is not our everyday. Our everyday involves talking with people to solve their problems. We arrest people if they have broken the law, sometimes we even have discretion to allow someone a break. This is not our everyday. This will lead into the 12 Acts of Kindness video.

Instructor Note:

- Slide 5: Community Bank Account: We Constantly Make Deposits Into...

Community Bank Account

This embedded video, *12 Acts of Kindness by Law Enforcement Officers*, shows acts that add to our legitimacy by contributing to the community bank account:

- Heartwarming stories of police officers performing simple, yet selfless, acts of kindness across the nation.
- From picking up a lost teddy bear on the highway to giving a mother and daughter a lift in the rain, these police officers are going above and beyond their daily duties to help those in need.

We, as members of the law enforcement community, know that police officers do these kinds of acts all the time. Such positive acts, or deposits, into our Community Bank Account, are usually not acknowledged by the media.

When we make a deposit at a financial institution into a bank account, we do so to build up a reserve from which we can make withdrawals when unforeseen expenses or future needs require it. If we have failed to make deposits into our account, there will be no reserve from which to draw to address the unforeseen expenses or future plans.

The term "Community Bank Account" is a metaphor that equates trust with currency. If police officers make deposits into the "Community Bank Account" through courtesy, kindness, and honesty, a reserve of trust is established between the police and the community. As this reserve of trust increases, if a police officer makes a mistake, the reserve of trust that has been built up will mitigate the negative ramifications of the mistake. However, if police

Module 1

officers are discourteous and disrespectful or if they overreact and ignore citizens and their respective concerns, these withdrawals from the reserve of trust will eventually deplete the Community Bank Account. As a result, when a mistake is made there will be no reserve from which to make a withdrawal and the police-community relationship will deteriorate.

Further, when the Community Bank Account of trust has been depleted, considerable effort and time is required to re-establish it, as trust is a long-term investment.

We, as police officers and as members of the community, are all stewards of the Community Bank Account.

Instructor can debrief the video by asking the following questions:

- Have you ever observed or shown a similar act of kindness?
- How can the totality of our deposits impact us in the performance of our duties?
- How can the totality of our deposits impact other officers and the Department as a whole? The citizens we serve and protect?

Later in this course, we will discuss the things we do each day and how these actions are viewed by the community, relative to the concept above.

Instructor Note:

- Slide 6: We Make a Difference Every Day
- Insert local stories that will resonate with the audience, if available.

We Make a Difference

There are several news clippings of police officers performing acts of bravery and kindness. For example, Chicago Police Officers Samantha Smith and Kevin Tate,

who rescued two boys from a fire, related, "You just have to do what you need to do."

Instructors should encourage an open discussion in reference to what police officers do every day that makes a difference in the community.

Instructor Note:

- Slide 7: Remember "Our Goals" in Policing?

Our Goals

This slide contains some common responses given by the participants in the "What are Our Goals in Policing" exercise from Procedural Justice I. During the referenced exercise, "going home safe" was most frequently stated as the number one goal of the class participants. The goal of "going home safe" should be our number one goal as we cannot serve and protect, nor help other officers or citizens, unless we are in a safe and secure position to do so. However, what does "going home safe" mean?

Does "going home safe" mean:

- Going home alive?
- Going home without going to the emergency room for an injury sustained by your partner or you?
- Going home less stressed?
- Going home with an ability to focus on that which matters to you individually, such as one's family and friends?

In bringing attention to "Our Goals in Policing," the instructor should emphasize that this tactical mindset course is designed to improve an officer's ability to reduce stress, and to perform their duties in a more tactically sound way with increased safety.

The instructor should point out the two pictures in the

Module 1

slide. The instructor should draw a connection to the pictures and the goals. Ask: “Over the years, has our job really changed?” One picture is from the early 1900’s and the other is from 2013.

The instructor should facilitate discussion concerning the similarities of these two pictures with the class.

The instructor will then relate that we use the principles of procedural justice to provide a foundation for this course and to work toward achieving the following goals:

- Go home safe (physically, emotionally, and mentally).
- Help the innocent.
- Serve and protect the public (get the “bad guy”).
- Prevent crime, stop crime (To be fair and impartial).
- Constitutional rights and Human rights (don’t get sued).
- Create better community relationships.

Instructor Note:

- Slide 8: Definitions

Definitions

This slide contains the definitions of police legitimacy and procedural justice as defined by Tom Tyler (Yale Law School). These definitions were presented in Procedural Justice I.

It also has a quote from Tracey Meares (Yale Law School), who, in 2012, stated that using procedural justice was the tactic for policing today.

We have to remember that our police authority is inherent and derived from the laws of the State. However, our police legitimacy is a property that can be diminished by the improper use and application of our authority.

- **Legitimacy: The public view the police as**

entitled to exercise authority in order to maintain social order, manage conflicts, and solve problems in the community (Tyler, 2012).

- **How we gain legitimacy...** “The Goal is Legitimacy; The Tactic is Procedural Justice.” – Tracey Meares, Yale Law School.
- **Procedural Justice: The procedures used by police officers where citizens are treated fairly and with proper respect as human beings** (Tyler, 2012).

Instructor Note:

- Slide 9: Why are We Here, AGAIN?

Why are we here, again?

The instructor should remember that these are the same reasons that we gave for “being here” in Procedural Justice and Police Legitimacy I. Throughout this course, the instructors will show that the reasons for this training have not changed and still matter to both the public and the police. Instructors will also highlight that the Department is already seeing some of the positive effects of this training in the field, which will be presented in module 6.

The benefits of procedural justice and gaining personal and departmental legitimacy:

- Increased safety.
- Lower stress levels.
- Fewer complainants.
- Greater cooperation from citizens.
- Voluntary compliance and self-regulation gained.
- Reduction in crime

Module 1

Instructor Note:

- Slide 10: Procedural Justice Principles

Procedural Justice Principles

This slide lists the four principles of procedural justice (Review from Procedural Justice and Police Legitimacy I).

- Voice (listen).
- Neutrality (fairness).
- Respectful treatment (the Golden Rule).
- Trustworthiness (fair and transparent process).

Instructor Note:

- Slide 11: Legitimacy: "THEM"

Legitimacy: "THEM"

The next two slides are a graphical representation of how procedural justice leads to legitimacy. The instructor should start in column one, **Officer's Actions**. Explain that if the officer follows **procedural justice** and **addresses the needs of the victim**, then the citizen will perceive the items listed in column 2. Column 3 will transition into **Expected Outcomes** (i.e. legitimacy). The instructor should have a discussion on how the participants feel about the outcomes and how they lead to increased legitimacy.

Legitimacy: "Them"



Instructor Note:

- Slide 12: Legitimacy: "US"

Legitimacy: "Us"

This slide represents organizational legitimacy. Column 1 starts with Supervisor's Actions and the impact on the Officer's Perception, which are listed in Column 2. Column 3 concludes with Expected Outcomes of the Supervisor's Actions, ultimately leading to the accomplishment of the Department's mission and increased legitimacy. If officers do not believe that procedural justice is occurring within their own department, they are less likely to practice it in their daily job.

Legitimacy: "Us"



What we learned from instructing Procedural Justice I is that when we use procedural justice as a tactic, we benefit in the ways listed on this slide.

The instructor should relay that procedural justice results in the creation of rapport with the community that assists us with our policing goals. An example of this is the increased likelihood of obtaining information from citizens about crime that is occurring within the community in which they are working. The instructor should relay that, over time, citizens will also more readily accept our authority and subsequently accept our decisions. The instructor should also relay that when we treat others with dignity, we are more likely to make an arrest without resistance (e.g. "talk someone into handcuffs").

Module 1

The instructor should relay that procedural justice can:
Result in citizens doing what is right for the right reasons,
assist the police in the reduction of crime, increase officer
safety, and enhance/increase the trust the community
places in the police.

What's in it for "us"?

- Cooperation from the community.
- Acceptance of our authority/decisions.
- Compliance with the law.
- Desirable public behaviors (self-regulation).

All of this promotes officer safety and public trust.

Instructor Note:

- Slide 13: Citizen's assessment of an experience with the police

Procedural Justice Formula

People judge us by our behaviors. This slide contains a formula for procedural justice. This formula is a way of expressing how people evaluate our behavior during a police-citizen encounter.

Citizen's Assessment = Outcome (+ or -) + Process (most important)

Procedural Justice Formula

An easy way to remember the research findings behind procedural justice is to use this simple formula: $A = O + P$. A citizen's overall assessment of his/her interaction with the police (A) – whether positive or negative – depends on more than just the outcome (O). The assessment is significantly influenced by the citizen's perception of the way he/she was treated. In other words, the process (P) used by the police. An outcome is defined as either negative (citizen received citation, physically arrested, etc.) or positive (citizen received no citation, was not arrested, etc.).

Regardless of the outcome, extant research indicates that the process used (i.e. fair or unfair treatment) is by far more important than the outcome. This is the key finding in understanding the concept of procedural justice in policing.

The pictures in this slide are a visual representation of the formula described above.

Instructor Note:

- Slide 14: Melting the Polar Ice Cap of Preconception

Melting the Polar Ice Cap of Preconception

This video reinforces the idea that the process is the most important when it comes to assessment of police-citizen encounters. Sheriff Simmons has had contact with the public for over 20 years, has issued over 25,000 tickets, and has not received a single complaint.

His motto is to be civil, but never soft.

Prior to starting the video, the instructor should prompt the class to overlay procedural justice onto the video. When Officer Simmons was asked about his record and how he accomplished it, he wasn't able to provide an explanation.

Video Debrief

After watching the video, have the class explain why they believe Simmons achieved such high marks. The instructor should ask the class: "Did you observe Officer Elton Simmons using procedural justice to complete his task?" Explain that the citizens interviewed, when asked about his/her encounter, described and responded to the process utilized by Officer Simmons and did not focus on the fact that he/she received a ticket (negative outcome).

The instructor should also highlight that the citizens in the video could not provide a clear explanation as to why

Module 1

they reacted in the manner that they did – even after receiving a citation. The instructor should reiterate the responses provided in the video for emphasis (i.e. “It was Officer Simmons' smile.”)

The instructor should convey the message that as we look at these types of encounters, the success of the encounter is primarily defined by the process (treatment) Simmons uses, regardless of the outcome. The instructor should emphasize that citizen assessments are broken down into two parts: quality of decision-making (Principles 1 and 2) and quality of treatment (Principles 3 and 4).

The instructor should click on the “civil but never soft” picture to start the video (2:39)

There is an animation in the slide depicting the A=O+P process.

Instructor Note:

- Slide 15: Lawfulness vs. Legitimacy - Are Police Actions Lawful and Legitimate?

Lawfulness vs. Legitimacy

The below is a summation of how Tracey Meares (2010) explains the diagram and its relation to lawfulness and legitimacy.

Lawfulness - what is it? Citizens want police to be as lawful as possible. Or, more specifically, citizens want the police to abide by the rules that authorize their behavior.

The instructor may provide the following example: If a police officer is going to arrest someone, citizens expect that they cannot do so unless there's a criminal law that says that the conduct the person is engaged in is prohibited. Citizens also expect the police to conform to the regulatory rules of the agency (e.g. administrative rules, General Orders, Standard Operating Procedures) and often seek to know them before ever having to interact with the police. (If the instructor

chooses, he or she may provide an example for emphasis such as: “An officer is making an arrest and a citizen is watching the incident and shouting to the officer, ‘You can't do that because...’ from across the street”). Finally, citizens also expect police agencies to conform to constitutional law, like the Fourth Amendment, the Fifth Amendment, and the Sixth Amendment.

It's important to understand that stops can be costly - even when they are lawful and constitutional. People do not automatically approve of a stop just because a police officer is legally entitled to make it. People typically care much more about how they are treated by police officers than the particular outcome of the contact. That is, whether they are arrested or ticketed, or whether they are not. The instructor should relate that the above sounds counterintuitive, but that is not based upon research. The instructor should proceed to emphasize that research supports the concept that people care, and respond to, dignified and respectful treatment. Research also shows that when citizens encounter police officers, citizens seek to identify behavioral signals that allow them to assess whether the officer's decision to take a particular action was authorized by the law, accurate, and was made without bias.

So what do people care about? (NOTE: The instructor should be prepared for feedback and may facilitate discussion regarding this question as was done in Procedural Justice and Police Legitimacy I, but should be aware of course time constraints and the respective time for instruction concerning Module I.)

Regardless of application via the instructor's teaching method, the instructor will reference the aforementioned exercise, or past experience in having conducted it during Procedural Justice and Police Legitimacy I, to tie in the concept that legitimacy is the belief that police are trustworthy, honest, and concerned about the well-being of the people that they interact with while performing their respective duties. When this is true, police authority ought to be accepted by the

Module 1

citizenry and will subsequently accept police decisions, follow police directives, comply with the law, and cooperate with the police, as the police will be recognized as being legitimate in performing their duties.

If these things are true, if you have lawfulness on the one hand and legitimacy on the other, then what the police should want is to be as lawful and legitimate as possible (Meares, 2010).

Instructor Note:

- Slide 16: Procedural Justice Leads to Legitimacy

Procedural Justice Leads to Legitimacy

This slide is a summary of legitimacy and procedural justice. The instructor should clarify what is meant by “active listening” and how it relates to communication in law enforcement.

- When police officers give citizens a voice (active listening) and are objective and respectful, police officers gain the trust of the citizenry.
- The procedural justice process of fairness and respect leads citizens to view the police as legitimate and trustworthy.

Instructor Note:

- Slide 17: High Legitimacy Allows Us to Be the Police!

High Legitimacy allows us to be the Police

The picture in this slide represents how legitimacy worked during the 2012 NATO protests in Chicago, IL. This incident took place during the NATO protest. It looks pretty bad at first glance, but a Lieutenant had been struck in the head with a 1”x2”stick. This officer came to his brother’s aid in an appropriate, lawful and *legitimate* manner. Being legitimate is part of being the police, and it doesn’t mean we have to get beat up. It is not “hug a thug”. CHECK

PARAGRAPH IN ITALICS

The instructor should solicit responses from the class participants as to what they thought when they first saw it? (Note: If there is no response from the audience, the instructor should proceed by articulating what he or she thought when they first saw the image). How did we feel the public would view the officer’s actions?

The public's response was that the officer’s actions were acceptable, because he was doing his job - protecting a fellow officer while allowing the protest to continue. The public does recognize that we have to be the police. It is how we accomplish this mission that is important. This is an example of procedural justice.

We serve and protect by:

- Not being soft on crime.
- Doing what we need to do when the situation calls for it - as long as our actions are morally correct and lawfully appropriate for the situation.

Instructor Note:

- Slide 18: Dragnet 1968: “The Big Problem”, Part I

Dragnet Video: Part I

This video is the first of three segments that will be shown throughout the class. The video is from the *Dragnet* television series from the late 1960’s. This episode shows an early discussion of police legitimacy and procedural justice. This first segment is 5:22 long. Instruct the class to watch and observe the video with the principles of procedural justice in mind. The instructor, upon completion of the video, should facilitate discussion using the following questions:

- Is the language being utilized in this course the same as that used in 1968?
- What are the citizens in this clip asking for?
- How does Joe Friday respond?

Module 1

Synopsis of Dragnet/Intro

The instructor can use the following points to set up the video/historical perspective:

- *Dragnet* was an American radio, television, and motion picture series that enacted the cases of a dedicated Los Angeles police detective, Sergeant Joe Friday, and his partners. The show takes its name from the police term "dragnet", meaning a system of coordinated measures for apprehending criminals or suspects.
- *Dragnet* is perhaps the most famous and influential police procedural drama in media history. The series gave audience members a feel for the boredom and drudgery, as well as the danger and heroism, of police work.
- *Instructor should emphasize that Dragnet* earned praise for improving the public opinion of police officers, which is one of the goals of this training.
 - Instructor should relay to the officers that when we act in a procedurally just manner, our legitimacy improves.
 - Recall that the public view/public opinion, as stated above, entitles us to do our job. The higher the view/opinion of legitimacy, the more lenient/understanding the public will be in evaluating and responding to our actions.

description of a burglary suspect's vehicle, which had a television in the back seat.

Knowing this background information, the officers were especially suspicious.

- These facts were never explained to the couple, a situation which once again drives home Sgt. Friday's plea for better communication.

The instructor should conclude this module by detailing that Sgt. Friday does the following in his interaction with the irate citizens:

- Gives them a *voice* by listening to their concerns.
- Treats them *neutrally* by not taking their race into account or being biased in his decision-making, nor how the law is applied;
- Uses *respectful* treatment to get his message across, leading to the irate couple to *trust* in the Sergeant and his explanation

END OF MODULE ONE

Video Segment #1 Debrief

- Sgt. Joe Friday and Officer Bill Gannon address a group of citizens on the importance of communication between cops and the community, and attempt to improve police-citizen relations.
- An African-American couple find themselves filing an official complaint after being pulled over as burglary suspects following the previous night's meeting, complaining they were stopped because of their race.
- Sgt. Friday concludes that the couple was stopped because their vehicle matched the

Module 2

MODULE TWO

Instructor Note:

- Slide 19: Transparency
- Slide 20: We are Transparent

Transparency

The fourth principle of procedural justice is trustworthiness. One way to develop trust is through transparency. The Chicago Police Department (CPD) uses this module to explain how the principle of transparency is being applied in the course by sharing the feedback collected from over 9,300 class participants who have taken their Procedural Justice I course. The feedback was collected through class evaluations, individual comments about the Procedural Justice I course, and the Northwestern University surveys completed by class participants. Please see the appendix for specific data that CPD collected.

As opportunity allows, departments who have access to this type of data should incorporate it into this section. The instructor should emphasize that all comments and suggestions received from the Procedural Justice I course were reviewed and incorporated, as much as possible, throughout the development of this course.

- We listened to what you had to say.
- What does the community think of this police department?

Instructor Note:

- Slide 21: Scenario #1 - Red Light Scenario

Scenario #1: Red Light Scenario

This slide is the start of the first scenario for the class. Prior to starting the scenario, review the goals and procedures for all scenarios with the course participants.

At this point, the instructor will ask for a volunteer from the group for a scenario. The instructor may have to encourage a

class participant to volunteer to participate in the scenario. The instructor can, and should, attempt to encourage a class participant to volunteer while the class is on a break between Modules 1 and 2 of this course. The participant should be someone who has shown knowledge of, and/or an open mind to, the material being presented in this course.

Instructor Notes for Scenario 1 and Subsequent Scenarios

Scenarios for Procedural Justice: Overview

The scenarios in Modules 2 through 5 of this course were created to give officers practical experience utilizing the principles of procedural justice in an effort to further police legitimacy. These scenarios attempt to represent everyday situations faced by police officers in a field setting. The course participants, by focusing on the principles of procedural justice, will demonstrate how outcomes are positively enhanced and legitimacy is increased through their application of these principles, thus benefiting the individual officer, citizenry and the police department. By the end of each scenario, officers will see the benefits of procedural justice explained or demonstrated.

The expected outcome of this scenario-based training is that officers will be able to utilize and practice principles more effectively and incorporate them into their interactions with the community.

Scenario Goals and Objectives

The goals and objectives of all the scenarios in this course are:

1. Obtain/Reinforce a practical understanding of the principles of procedural justice.
2. Understand the process required to successfully apply the principles of procedural justice.
3. To give feedback to course participants regarding their application of the principles of procedural justice in a controlled environment. Through scenario-based training, class participants will enhance their understanding of procedural justice and the

Module 2

aggregate benefits of applying the process in their respective assignments involving the community.

Scenario Process

Each scenario should be conducted as a stand-alone exercise. A subject from the class is selected by volunteering, pre-determined seating, or by being identified by an instructor as a willing participant. (NOTE: Instructors should be weary of a subject who is "too willing" to participate. A "too willing" participant may indicate inside information of the scenario's outcome and/or a plan to derail an otherwise instructive exercise).

Each scenario requires one class participant, one staff role player, and the class facilitator/safety officer. The role of the class participant is to perform the role play task in the manner that he/she would normally handle a similar scenario on the street. If the class participant presents an unanticipated approach, the staff role player shall comply with the commands of the class participant. (NOTE: The facilitator should identify the approach style so that appropriate responses can be scripted for future scenario presentations). Class participants are encouraged to be creative and act naturally with their approach. However, class participants will be reminded that their approaches should follow the standards established by the local Police Department Rules and Regulations/General Orders, State Statutes and the United States Constitution.

To conduct the scenario:

- Ask selected class participant to leave the room. One class instructor, the "safety officer," should prepare participant outside of room with appropriate props (e.g. handcuffs, dummy weapon). Participant is given limited instruction about scenario.
- Video is shown to remaining class (if video is not used, give provided script to set up scenario).
- Invite class participant back into the room and begin scenario.
- Upon conclusion of scenario, ask participant

to leave room to return props and conduct debrief. Debrief will be conducted by the safety officer who will be watching the scenario and guiding the participant in and out of the room. Debrief will be minimal and will relate to how the participant did, what he or she felt, what could improve and actions or reactions that occurred.

- Meanwhile, have the class split into groups and discuss feedback (suggested questions below).
- Ask participant back into room and either show video or give additional background information about scenario.
- Instructor debriefs scenario by asking the class participant and class for feedback. Include feedback from staff participant on how they felt from the citizen's point of view.

The scenarios should be performed in a "fish bowl", or forum setting. This setting will allow for the most efficient and beneficial learning environment. The setup of the room also represents a crime scene. A police action will take place and the audience will naturally make assessments of the action. This is normal human behavior. Even we as police officers will have opinions of what we see take place. The audience provides a sufficient stressor to the class participant to achieve the instructional objectives of the scenario. The instructor will encourage the class participant to practice the principles of procedural justice in a safe environment. The instructor will offer, and encourage other class participants to offer, constructive feedback. The audience benefits by critiquing the performance of the class participant while measuring the conduct they observed against their own beliefs and practices relative to the principles of procedural justice. Remind class that procedural justice is also a de-escalation technique. When debriefing the scenario indicate that when officers engage a person, they should de-escalate if needed, investigate the situation and finally dis-engage from the encounter. Suggest writing "Engagement, De-escalation, Investigation and Disengagement" on the board as reminders.

At the conclusion of each scenario, the facilitator will debrief,

Module 2

or conduct a constructive critique, of the actions of the class participant measured by the principles of procedural justice and the rules and regulations governing the local police department. The objective of this debrief is to facilitate discussion within the classroom regarding the scenario.

The instructor will facilitate the debriefing of scenarios through the application of the following questions:

- Did the officer approach the role player neutrally and allow the role player voice?
- Was the officer transparent?
- Was trust established or built between the officer and role player?
- Was this encounter a deposit or a withdrawal in the community bank account? *The instructor should remind the class participants that not all encounters will be deposits.*
- Officers' actions can be perceived by the community as withdrawals at the time the action was taken. *The instructor should also emphasize that officer safety remains their first priority and the community's perception of their actions remains secondary.*
- Did the officer's actions conform to Department policies, State Law and the United States Constitution?
- Did the officer articulate the reason for the stop? Was he/she able to do so?

Safety Protocol

Safety is very important in law enforcement scenario-based training, as all subjects are potentially armed. Although these scenarios are scripted and none are designed to rise to the level of the use of physical force, the class participant is required to objectively assess the role player. Every officer's training should be the same. However, the instructor should remind the class that experience levels are different amongst participants. It is difficult to predict each and every subject's reaction within a scenario and these scenarios do not attempt to do so. Instructors are reminded to ensure that the class participant remains aware that the interaction between the class participant and role player is the primary objective of

these scenarios.

Therefore, to prevent an unsafe environment while role playing, members participating in any scenario will have their weapon secured in a secure locker in the presence of a safety officer. The class participant will be patted down by the facilitator to ensure that the class participant has no live weapons on his/her person prior to initiating any scenario-based training.

Scenario # 1 – Red Light Scenario

Interaction of Scenario 1: A class participant will be briefed by the safety officer about the scenario. Upon completion of the briefing, the class participant will be called upon to provide a response applying the principles of procedural justice and police legitimacy, as presented in Module 1 of this course. The response will be provided to a role player/instructor (RP), who will assume the role RP # 1 (Father or Mother) and interact with the class participant.

Script of Video

Parent: "How was school today?"

Child/Teenager: "I did well on my math test, but have a ton of homework tonight."

(Police vehicle is now observed by both the parent and the child, as the vehicle approaches an intersection, slows down, and proceeds through the steady red signal without lights and sirens).

Child: "Dad, do the police have to obey red lights like you?"

Parent: "When they are going to an emergency and have their lights on they don't. Why?"

Child: (Child points at officer, who has pulled up in front of the park and is sitting down to eat lunch.)

Parent: (To child) "Wait right here." (Parent proceeds to approach the officer.)

Conclude video and initiate role play.

Upon conclusion of this scenario, the instructor will conduct a

Module 2

debriefing utilizing the guidance provided in the "**Instructor Notes for Scenario 1 and Subsequent Scenarios**" section of this lesson plan.

END OF MODULE TWO

Module 3

MODULE THREE

Instructor Note:

- Slide 22: Module 3: Inform the Community

Inform the Community

This module is based on comments from officers who stated that we needed to inform the community about procedural justice and the role the community plays in that process. As much as it is our responsibility to inform the community, the community has a role to play as well.

The Chicago (IL) Police Department (CPD) has been delivering procedural justice training since 2012. Local media featured their training, details shared on following slide. As other communities deliver this training, informing local media and ultimately the community, can increase transparency and build trust.

Instructor Note:

- Slide 23: Police Go Public with Training

Police Go Public

This is a video of a news segment, which appeared on WGN. The instructor will direct the class to listen to what the people of the community have to say. Although class participants may not agree with what citizens are saying, the instructor will facilitate discussion concerning what the class participants think about what members of the community are saying in the video.

The instructor should reference the first class discussion that took place in the police legitimacy course regarding what it looks like to the community when police officers are at a crime scene and observed joking around. The instructor should seek a response from the class regarding how we, as officers, could add to our community bank account and increase our legitimacy by exercising the principles of procedural justice in these situations.

Instructor Note:

- The instructor will prep the WGN video, or local video if available, using the following information. When doing so, the instructor should remain conscientious of the time remaining for Module III, to ensure the course remains on schedule

Chicago's WGN News Station heard about Chicago Police Department's Procedural Justice and Police Legitimacy training program and contacted the Training Division requesting to do a news segment. In the spirit of transparency and practicing procedural justice (trustworthiness/explanation), the Chicago Police Department permitted a WGN news crew to sit in on an in-service police legitimacy training class given to officers who were then assigned to field operations.

Can we benefit from respectful policing? Here are some possible benefits:

- Building better relationships
- Cracking the "No Snitch Code"/"Code of Silence"
- Reestablishing trust
- Increasing officer safety/decreasing stress by reducing challenges to our authority
- Affecting future police officers positively
- Making Chicago a safer city for everyone
- Proving transparency by allowing the community access to, and information concerning, Chicago Police Department's current in-service police legitimacy course

Many participants of procedural justice and police legitimacy often asked if the Department is instructing/advising the community on procedural justice/expectations, and if so, how.

This video complies with officers' request that the Department relay "our message" of what we expect from the

Module 3

community as police officers. The instructor should add the following details prior to showing the video:

- Chicago Police Department instructors presented the Procedural Justice course with reporters/cameras present, as if they were not there. The course was not changed or modified in order to appease the reporter, the public who would later view the news video, or to affect the response of participating Department members.
- The instructor should pose these questions: Will the community have a desire to help the police if they do not trust us? Is there an "Us vs. Them" mentality on the street?
- Remind the class participants that this video is an example of how the Chicago Police Department is trying to change the "Us v. Them" mentality and strengthen the Department's connection with the community.

Play the WGN Video

Instructor Note:

- Video is 7:00 minutes in length.

Upon completion of the video, the instructor will:

- Debrief the video and field questions from the class participants;
- Be prepared to ask questions based on feedback/responses from the class participants; and
- Discuss the emotions that were displayed in the video and how one encounter/experience with the police can impact the legitimacy of an entire Department, as well as community participation.

The instructor can utilize the following questions/leads to debrief this video and facilitate discussion:

- Are the officers who are on the scene acting

appropriately? Procedurally just?

- Are the officers who are on the scene acting professionally? Procedurally just?
- How can a citizen interpret crime scene behavior that does not appear to be professional?
- What can officers do to make "deposits" into our legitimacy/community bank account during situations such as the one in the video?

Remind the officers of the local police department's General Orders and Rules and Regulations.

As a concluding point, if necessary, specifically ask the class participants how they think the principles of procedural justice and police legitimacy were applied/not applied:

• **Respectful Treatment:**

- "Officers were laughing and high-fiving" (behavior at crime scene).

• **Trustworthiness**

- "I want them to stop me" (this was several minutes later).
- Participant now understands why he was being stopped.

• **Voice/Listen**

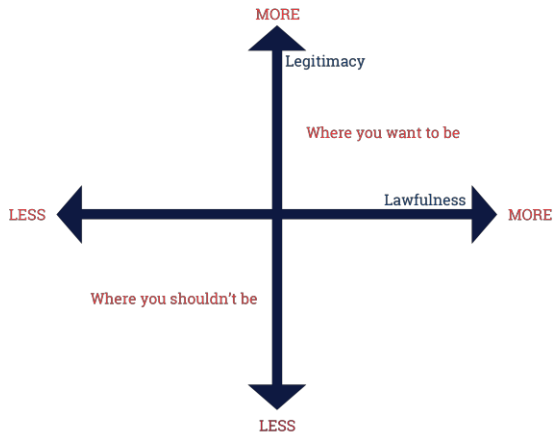
- "Thank you for coming to talk with and listen to us."

• **Neutrality in decision-making**

- Attitude-We're just ex-offenders so we (police) don't really care about them and don't have to prove anything to them:
- The experience allows the participant to discover that his or her actions were hurting the community and contributing to further crimes in the neighborhood. His or her attitude changed from "I thought the police were evil but, in fact, I was the evil one". The participant is taking responsibility for his or her actions and states that he or she does want to have a relationship with the police where "I can help."

Module 3

The instructor should remind the class participants that the police should try and be both Lawful and Legitimate.



The instructor should introduce the term of *rightful policing*. Rightful policing is both lawful and procedurally just, and should be used as an evaluation tool for:

- Gauging transparency about the reasons for the police encounter;
- Explaining in advance what will happen during the police encounter;
- Giving the citizen a voice during the encounter - even if it has no bearing on the result of the encounter; and
- Providing high quality, interpersonal treatment that raises the possibility that a citizen will conclude that the officers' decisions are fact-based and neutral, as opposed to arbitrary.

Instructor Note:

- Slide 24: Scenario #2 – Suspicious Person

The instructor should review and be familiar with the section in Module II of this course entitled "Instructor Notes for Scenario 1 and Subsequent Scenarios" prior to proceeding with Scenario # 2.

Scenario # 2 – Suspicious Person Scenario

Interaction of Scenario 2: A class participant is briefed in the hall about the scenario. Upon completion of the briefing, the class participant will be called upon to provide a response applying the principles of procedural justice and police legitimacy, as presented in Modules 1 and 2 of this course. The response will be provided to a role player/instructor, who will assume the role of Role Player # 1 (RP 1) and interact with the class participant.

Summary of Scenario 2: The start of this scenario will be a video showing the following: From the perspective of a citizen, an officer will witness a 911 call for service detailing that a suspicious person is peering into car windows on the street. The video will then show RP 1 peering into car windows and/or looking under cars. From the perspective of the police officer, Beat 2612 will be assigned to a call of a suspicious person in a voiceover while continuing to show the actions of the suspicious person. The video will then show RP1, while facing the screen, moving from peering into a car window parked on the street to a position where he/she is startled at the presence of a police officer. An instructor will subsequently assume the role of RP 1 in the classroom and the class participant will assume the role of the CPD Unit dispatched to an assignment of "Suspicious Person."

Video Script

Perspective of Citizen:

Emergency Services: "Emergency Services. Smith. What is your emergency?"

Citizen Caller: "Hello. I was sitting out on my balcony on the corner of Jackson and Throop, and noticed a person looking into car windows on the street. I have lived here twenty years, and have never seen him before. He looked in my car window parked out there and I think he is trying to steal something."

Emergency Services: "Do you have a description of the person you are watching?"

Citizen: "Yes, I am watching him right now. He is about (add attributes of various role players here)."

Module 3

Emergency Services: "We will send the police. Do you want to speak with the officers?"

Citizen: "No, please keep me anonymous."

Perspective of Officer:

Dispatching Assignment:

Emergency Services: "Beat 2612."

Beat 2612: "2612. Go ahead squad."

Emergency Services: "Beat 2612. Please respond to a call of a suspicious person peering into car windows at the intersection of Jackson and Throop. The suspicious person is described as *(add attributes of various role players)*."

Beat 2612: "10-99"

Conclude Video and initiate role play.

Upon conclusion of this scenario, the instructor will conduct a debriefing utilizing the guidance provided in the "**Instructor Notes for Scenario 1 and Subsequent Scenarios**" section of this lesson plan.

Instructor Note:

- Slide 25: Dragnet 1968 "The Big Problem" Part II

Instructor should explain to the class that this video is the second segment to the Dragnet episode presented in Module I. The instructor should be familiar with the referenced segment prior to conducting a debrief of this video segment.

Dragnet Video Part II

The instructor should point out that Sergeant Friday and Officer Gannon try to narrow the gap between the Department and the citizens it is sworn "to protect and to serve." The instructor should utilize the following points to facilitate discussion during this debriefing:

- Relate to the learners that "what's old is new", as we are still trying to accomplish this goal and narrow the gap between us and the citizens we SWORE to protect and serve;
- Note that officers should be able to explain the WHY citizens were stopped, which the officers failed to do in this video, showing a lack of transparency;
- Ask the class participants if Sergeant Friday, as well as the officers who are portrayed in the video, applied the principles of Procedural Justice; and
- Highlight that Sergeant Friday states that learning and understanding "How people think and feel will put you in a better position to react when an incident occurs in the community." What did he mean?
- Sgt. Friday listens to the two officers, gives them a voice, and enlightens the officers by explaining to them why it is important to have community cooperation, relating the following:
 - Knowing your community matters – officer safety!
 - Sympathizing/empathizing with the citizenry helps to re-establish relationships with the community and builds trust.

The instructor should conclude this module by informing the class participants that a "two-dimensional view that accounts for law" AND "fairness is necessary to bridge long standing gaps between policing agencies and communities." (Meares, T, 2014).

END OF MODULE THREE

Module 4

MODULE FOUR

Instructor Note:

- Slide 26: Treatment Matters!

Treatment Matters

This slide is an introduction to Module 4. The picture shows an officer engaged with a citizen in conversation. The instructor should direct the class to observe the body language of both individuals and ask what they see expressed by each participant. The instructor should draw the class's attention to the officer and ask: "Does the officer's reaction affect the citizen?" At the crux of the matter is how the citizen felt after walking away from this interaction. Does treatment matter? This module will explore that question in more detail.

Instructor Note:

- Slide 27: U-Turn Permitted Program

U-Turn Permitted Program

The following example is specific to the Chicago Police Department (CPD). If there is an example of a local police/ex-con community, or a community that has strained relationship with the police engaging in a positive interaction available, insert here. If not, Chicago's example is one that could resonate with police departments nationwide.

Instructor can use the information below to give a briefing on the North Lawndale Employment Network (NLEN) and their U-Turn Permitted Program and initiatives. At this point, the Instructor can explain the CPD's partnership with the North Lawndale Employment Network (information on this is given below). The instructor can further explain how this is a great example of how the Department is working with the community to build bridges and improve relations with members of the community (information also below). The instructor should reinforce the following points:

- State that we do need the community to help fight crime and take responsibility for the improvement of their communities;
- Explain the makeup of the NLEN members (ex-felons/"3-6%'s"); and
- Discuss how this approach can change the "Us vs. Them" mentality by:
 - Increasing the dialogue between members of society who historically have had more negative contact with law enforcement; and
 - Reducing crime by decreasing recidivism.

North Lawndale Employment Network

The NLEN assists North Lawndale residents through innovative employment initiatives that lead to economic advancement and an improved quality of life.

NLEN was founded in 1999 through an 18-month community planning effort led by the Steans Family Foundation to serve the unmet employment needs of the North Lawndale Community.

NLEN continually updates its services to meet the employment needs of clients and the community at large. NLEN's approach to addressing the extremely high rates of unemployment and underemployment in North Lawndale is to offer employment services and transitional jobs to North Lawndale residents, many of whom are formerly incarcerated persons and others with significant barriers to employment.

U-Turn Permitted Program

The U-Turn Permitted Program is NLEN's longest-running program designed by community members to cater to their needs. This four-week job training program assists with wrap-around services focusing not just on the worker, but also the individual. The program teaches strategies, techniques, and skills to make participants ready for work, and equips them to reenter life after incarceration.

Every graduate of U-Turn Permitted is instructed in

Module 4

conflict resolution, anger management, team building, resume development, financial counseling, and racial healing. In collaboration with professional staff, U-Turn Permitted trains individuals in the necessary employment skills to advance in the working world. They learn skills, habits, attitudes, and values that empower and improve personal and professional life.

Racial Healing Initiative

NLEN and CPD have partnered as a part of their Racial Healing Initiative. The Racial Healing Initiative has three primary goals: 1) Promote racial healing among the formerly incarcerated African American men and women of North Lawndale; 2) Promote racial healing among the individuals who work for law enforcement institutions (e.g., police, Illinois Department of Corrections, parole); and 3) Help policymakers to address the institutionalized racism that supports the over-incarceration of African Americans in the United States. NLEN's work with the Racial Healing Initiative continues to be a critical platform for influencing and launching advocacy efforts by addressing the often nebulous concepts of institutional and structural racism. NLEN has learned that such efforts are significantly weakened without clear strategies to encourage dialogue between clients (who are less-advantaged individuals) and law enforcement. The Department's work through this programming provides a significant advantage in this respect, because it provides a platform through which clients find a voice and a means to express that voice as it relates to many social issues.

U-Turn and CPD

The Department's role in this initiative involves Chicago police officers, primarily from the 011 district, spending a day with NLEN participants during the day-long workshop. Our goal is to build bridges, foster and reestablish trust, and improve relations within the community. We do this by actively participating in several exercises (i.e. ice-breakers) and by having an open and frank discussion during a questions-and-answers session during lunch. The purpose of the exercise is to attempt to change perceived attitudes on

both sides and break-down barriers between officers and the clients as a way to find common ground.

Instructor Note:

- Video is 15:55 minutes in length

U-Turn Video

The instructor will debrief the video by reviewing the following:

- Ice-Breaker Exercise "Have You Ever":
 - Relaxed format permits everyone to laugh and have a great time.
 - Participants conclude that "we are all the same, regardless of what side you are on", and that the police were "honest in their responses".
 - Allows for a non-confrontational experience outside of the law enforcement-citizen encounter.
 - Relate to the participant the purpose behind this exercise: build bridges and a stronger connection between the police and the community.
 - "Do the right thing".
 - "Treat others the way you want to be treated".
 - "Give respect, get respect".
 - "The first time"(U-Turn member sharing personal experience):
 - Taking the walls down.
 - "Having fun with the police".
 - Not having to run from the police during this encounter.
- Share the "Nephew Story" from a U-Turn member concerning a powerful family experience. The "planting" of the gun is his belief/perception, and something we cannot control. The instructor will remind class participants that what is real and within our control is the type of treatment received.

Module 4

Instructor Note:

- Review the following for background information on this incident:
<http://www.youtube.com/watch?v=kJk9Rdv98xl>
http://www.huffingtonpost.com/2011/06/16/humboldt-park-street-plag_n_878067.html#

The instructor will proceed to debrief while focusing on the principles of procedural justice and soliciting responses regarding how they were applied/not applied:

- **Respectful treatment**
 - “Officers were laughing and high-fiving” (behavior at crime scene).
- **Trustworthiness**
 - “I want them to stop me” (this was several minutes later).
 - Participant now understands why he was being stopped.
- **Voice/listen**
 - “Thank you for coming to talk with and listen to us”.
- **Neutrality in decision-making**
 - Attitude-“We’re just ex-offenders so we (police) don’t really care about them and don’t have to prove anything to them”.
 - The experience allows the participant to discover that his actions were hurting the community and contributing to further crimes in the neighborhood. His attitude changed from “I thought the police were evil, but in fact I was the evil one”. The participant is taking responsibility for his actions and states that he does want to have a relationship with the police where “I can help”

The instructor may use the following to debrief the video as well as create discussion:

- Officers understand the citizen’s story: “I’m not the person my rap sheet shows” and “I’m still a father, an uncle and somebody’s son”.
- The participants wish to be recognized and treated as a human being which is at the core of procedural justice and is required per our General Orders and Rules and Regulations.
- “Explanation of addiction” and how it affects the community.
- Statements made by NLEN participants during the session:
- “I thank God for the Police”, “Thank you Police”: **Trustworthiness.**
- “Police harassed my sons”: Generational Effects.
- “Planting Drugs”.
- “Do you think about what it does to me?”: **Reflection.**
 - “Snitching” (No Snitch Code). What would you do if you saw a fellow police officer doing something wrong/illegal? (i.e., excessive force, planting drugs).
- “Al, that’s bullshit. You get paid to do that, to uphold the law and be right all the time”.
 - Expectations of the citizenry.
 - This is the thin blue line that officers should be maintaining.
- Note Steve’s anger/passion: “When we tell (snitch), we die”.
 - Does the lack of trust/legitimacy in the Chicago Police Department deter a community member/citizen from giving the CPD information/intelligence about crimes?
- Expectations of the police: “You knew your job was to do right by all means”.
- “Steve’s apology”: this is at the end of the session several minutes later; the instructor should note and relay the change in attitude and demeanor. “This is where I live”:

Reflection.

Module 4

- Understanding why citizens hangout.
- “Jose Wilson’s (primary facilitator for the U-Turn Program) explanation” to his participants: **Community involvement:**
 - “To have that kind of community, it costs involvement and sacrifice”.
 - Jose explains to his members that the police cannot do it alone. Sacrifice needs to come from all groups involved in this endeavor.

Results of this session:

- Participant states that she is going to be more open and not assume that all officers are bad due to one police officer’s misdeeds.
- The ex-offenders now understand that police officers are human beings as well, and realize that police officers also have expectations of the community.
- Explaining the process and the “Why’s” of policing builds bridges between the community and the police.
- All stakeholders must play a part in order to accomplish the goals of achieving safer communities, crime reduction, and informed police/community members.
- Establishing and maintaining trust is paramount to the success of a legitimate organization.

The woman at the end of the video states her feelings toward police officers both before and after the U-Turn Program. She talks about the treatment received during the experience and how it changed her opinion of police officers. During the interaction: “They treated me like a human being” (dignity).

Instructor Note:

- Slide 28: Scenario # 3 - Lock-Up Scenario

The instructor should review and be familiar with the section in Module II of this course entitled “Instructor Notes for Scenario 1 and Subsequent Scenarios” prior to proceeding

with Scenario # 3.

Scenario # 3 – Lock-Up Scenario

Interaction of Scenario 3: A class participant is briefed in the hall about the scenario. Upon completion of the briefing, the class participant will be called upon to provide a response applying the principles of procedural justice and police legitimacy, as presented in modules 1 through 3 of this course. The response will be provided to a role player/instructor who will assume the role of RP1 and interact with the class participant.

Summary of Scenario 3: The start of this scenario will show a uniformed officer (U#1) walking a cooperative arrestee into an interview room to be processed for an arrest. Once seated, U#1 will be approached by a second officer (U#2) who informs U#1 that the District Station Supervisor (DSS) needs to see him immediately, and that he has been directed to guard his prisoner until he returns. U#1 will then leave the interview room. U#2, alone with the arrestee, will proceed with a series of questions which will upset the arrestee and will cause the arrestee to become upset and uncooperative. U#1 will then return to the interview room and U#2 will leave the interview room once relieved. U #1 will then attempt to obtain identification information from the arrestee and the arrestee will refuse. The video will now stop and role play will commence.

Script of Video:

Uniformed Officer # 1: (To arrestee) "Stand right here." (Arrestee complies as the officer removes one handcuff, secures the arrestee, and the arrestee is seated in an interview room.)

Uniformed Officer # 1: (To arrestee) "What is your name?"

Arrestee: (To officer) "John Williams."

Uniformed Officer # 1: (To arrestee) "What is your date of birth?" (As the arrestee answers the question, Uniformed Officer # 2 enters the interview room and,

Module 4

speaking over the arrestee as he responds, addresses Uniformed Officer #1. The arrestee's response to the question is lost due to Officer # 2 speaking over the arrestee.)

Uniformed Officer # 2: (To Uniformed Officer # 1) "The DSS wants you and told me to come back here and watch your arrestee while you go up front. Could you hurry up, as I want to go to lunch?"

Uniformed Officer # 1: "Okay." (Uniformed Officer # 1 leaves the interview room.)

Uniformed Officer # 2: (To arrestee) "What did you do?" (Arrestee does not respond.)

Uniformed Officer # 2: "I asked you a question? Hey, I know you, don't I? You were on the corner the other day when I locked up your mom. I can't imagine you were out there trying to sell your body, too." (Implication is that the arrestee's mother was arrested for prostitution. Arrestee is now visibly stressed and facial expressions change from passive to stern/angry.)

Uniformed Officer # 2: "You don't say much, do you? At least you do not have to face your mom when you get home, as she is in jail too, right?"

Arrestee: "That's not right." (Arrestee is now visibly angry.)

Uniformed Officer # 2: "What's not right? You have something to tell me now?"
(Uniformed Officer # 1 now returns to the interview room and relieves Uniformed # 2.)

Uniformed Officer # 2: (To Uniformed # 1) "I know this guy. Don't try calling his house, as I think his whole family is in jail."

Conclude video and initiate role play.

Upon conclusion of this scenario, the instructor will conduct a debriefing utilizing the guidance provided in the "**Instructor Notes for Scenario 1 and Subsequent Scenarios**" section of this lesson plan.

END OF MODULE FOUR

Module 5

MODULE FIVE

Instructor Note:

- Slide 29: Communication Matters!

Communication Matters

This slide is the introduction to Module 5. In this module, the instructor will reinforce that how we communicate to the public, each other and even family really does matter.

During Procedural Justice and Police Legitimacy I, we talked about body language and how it can impair our message or job. The instructor will direct attention to the two pictures and ask, “What are we communicating, and how are we communicating?” The instructor will reinforce the practice that there is a time and a place to be “the police”. However, confidence in our training and knowledge will allow us to use our “power” appropriately. Now, we have to look at the times when our actions can be tempered to match the encounter.

This module will explore how strong communication skills can be applied as a tactic in law enforcement.

What are we saying?

Instructor Note:

- Slide 30: Tactical Mindset, Tactical Communications!

Tactical Mindset, Tactical Communications

Introduce the video “Police Communication Skills”.

Encourage the class to look for comments related to procedural justice.

Published on Mar 23, 2014

POLICE magazine has teamed up with Lieutenant Kevin Dillon, a retired officer and trainer who developed the L.O.C.K.U.P. system for a video series focusing on police

combat strategies and tactics. In this segment, Lt. Dillon discusses the importance of effective communication with the public, subjects, and detainees.

Background on Lieutenant Kevin Dillon (Ret.)

A twenty-five year veteran law enforcement officer, Lt. Dillon retired from the Wethersfield, CT Police Department, a suburb of the state’s capitol of Hartford, CT after serving as the Detective Bureau Commander. Lieutenant Dillon also has commanded the Department’s patrol division and served as training supervisor. As a SWAT team member since 1993, he served as an operator, Team Leader, and Commander of the regional thirty-five member SWAT team, and remains a consultant with the team.

Lieutenant Dillon is a National Academy graduate of the F.B.I. He has also received certification from the Force Science Institute in Analysis in Use of Force incidents.

As an instructor of SWAT and police fighting tactics since 1988, Lt. Dillon developed and continues to teach his L.O.C.K.U.P. ® Police Combat System. L.O.C.K.U.P.®, an acronym for “Law Officers Combat Kinetics, Unarmed Panoply,” is a comprehensive fighting approach, based on gross motor skill concepts, that actually reduces injuries to citizens and police officers. L.O.C.K.U.P. ® teaches empty- hand maneuvers (i.e. defensive tactics) that can be deployed effectively during violent physical encounters and adapts the fighting maneuvers to the officer's physical and physiological changes to maximize effectiveness. Lieutenant Dillon educates officers about the instinctual physiological and physical responses of the human nervous systems during combat.

Lt. Dillon is also a State of Connecticut “Certified Law Enforcement Instructor” of various firearms systems, impact weapons, and less-lethal control devices. He is also a certified instructor in leadership and supervision.

Module 5

Lt. Dillon believes that combat fighting tactics must be customized to fit the police officer on the street.

To debrief this video, reinforce how Lt. Dillon uses both traditional police tactics (i.e. use of force) and procedural justice. Suggest asking the following questions:

- Do you think these tactics are important? Why?
- How does this video relate to the lock-up scenario? (Scenario 3, Module 4)
- Does Lt. Dillon talk about how treatment is an effective tactic?
- Has anyone in the class had a similar experience?
- Is procedural justice a tactic? Can it de-escalate?

Instructor Note:

- Slide 31: Scenario # 4 – Burglary in Progress Scenario
- If room set-up allows, draw a door on the whiteboard/chalkboard to use during role play.

The instructor should review and be familiar with the section in module II of this course entitled "Instructor Notes for Scenario 1 and Subsequent Scenarios" prior to proceeding with Scenario # 4.

Scenario # 4 – Burglary in Progress Scenario

Interaction of Scenario 4: A class participant is briefed in the hall about the scenario. Upon completion of the briefing, the class participant will be called upon to provide a response applying the principles of procedural justice and police legitimacy as presented in modules 1 through 4 of this course. The response will be provided to a role player/instructor who will assume the role of RP 1 and interact with the class participant.

Summary of Scenario 4: The start of this scenario will have a voiceover of a dispatched assignment of burglary in progress as a short video shows a person walking around a garage. The person in the video will then be observed attempting to force entry on a doorway to the garage as the police arrive. (Officers responding to the call will observe the person attempting to forcibly enter the garage.)

Script of Video

Emergency Services: "Emergency Services. Smith. What is your emergency?"

Citizen Caller: "Hello. I just drove down my alley and saw the shadow of a person in the gangway of my neighbor's house near the side door of the garage. I know he travels a lot, and he told me he would be out of town this week."

Emergency Services: "Do you have a description of the person you saw?"

Citizen: "No. I had my son in the car and saw the shadow of a person as I was driving by. Now I am hearing banging coming from next door. I can't see anything, though."

Emergency Services: "We will send the police. Do you want to speak with the officers?"

Citizen: "If they want to speak with me. I don't have anything else and am just nervous, as it is my next door neighbor's house."

Dispatch of Assignment

Emergency Services: "Beat 2612."

Beat 2612: "2612. Go ahead."

Emergency Services: "Beat 2612. Please respond to a burglary in progress at 1212 S. Main Street. Caller states that they observed a person in the rear gangway by the garage and that the homeowner is believed to be out of town. As the call was being taken, the caller stated that he/she heard banging coming from the alleyway, but could not see anything further."

Module 5

Caller lives next door to location."

Beat 2612: "10-4. We are about two blocks away."

Conclude Video and initiate role play.

Upon conclusion of this scenario, the instructor will conduct a debriefing, utilizing the guidance provided in the "**Instructor Notes for Scenario 1 and Subsequent Scenarios**" section of this lesson plan.

Instructor Note:

- Slide 32: Dragnet 1968 "The Big Problem", Part III

Dragnet Video Part III

This is the third segment of the Dragnet video. Sgt. Friday is talking to roll call about the importance of communication between law enforcement and the community.

Instructor Note:

- Insert local police department's code of conduct or rules/regulations. Below is an example of Chicago Police Department's Rules and Regulations.

every person as a human being. Department members will act, speak and conduct themselves in a professional manner, and maintain a courteous, professional attitude in all contacts with the public.

- Members of the Chicago Police Department are expressly prohibited from engaging in racial profiling and other biased based policing.
 - Racial Profiling: Any arrest, detention, interdiction, or other law enforcement action that is based solely on the actual or perceived race, ethnicity, color, national origin or ancestry of the targeted person.
 - Other Bias Based Policing: Any arrest, detention, interdiction, or other law enforcement action that is based solely on the actual or perceived gender, religion, disability, sexual orientation, marital status, parental status, military discharge status, financial status or lawful source of income of the targeted person.

END OF MODULE FIVE

- Policing must be done under the Color of Law and the Color of Authority making sure that we do not "willfully deprive or conspire to deprive a person protected by the Constitution or U.S. Law"
- The Chicago Police Department is committed to observing, upholding and enforcing all laws relating to the individual rights of all persons. Members will respect and protect each person's human rights and comply with all laws relating to human rights.
- Members will treat all persons with the courtesy and dignity which is inherently due

Module 6

MODULE SIX

Instructor Note:

- Slide 33: Why We Do What We Do
- Insert local photo that explains “Why we do what we do”. Could be an image of the local Police Memorial or something that resonates with the officers

Why we do what we do

Chicago Police Department’s example: This slide contains a picture of the Chicago Police Memorial Wall. It is a reminder of the many officers who have given their lives for the protection of the city, citizens, and each other. We all do this job for a “higher purpose”. We do the job because we are Noble.

Nobility of Policing

**“Those who are here unfaithfully do incredible damage.” —
Rumi**

Instructor Note:

- Slide 34: Making a Deposit
- Insert photo of local police officer who has made a deposit in his/her community

Making a Deposit

Chicago Police Department example: This slide has a picture of Chicago Police Officer Dooley from the “Officer Friendly” program. This was taken on a day when the school he worked with bought him a vest as a thank you for his work. Officer Dooley made deposits to the school, and they gave back to him (Community Bank Account).

Use the questions on the slide to stimulate an informal discussion about good deeds that the class participants may

have done or have heard about other officers doing.

- What are some good deeds that you have done?
- What good deeds have been done by other officers?

Instructor Note:

- Slide 35: The Rest of the Story

The Rest of the Story

This is a video follow-up to the “12 acts of kindness” video from module 1. Remind the class of the segment where an officer stops to play catch with a lonely boy. The video went viral on the internet. Subsequently, the officer and his Department received recognition for the act. This video is of the officer and the boy when they were reunited for the first time. The officer points out that he and the boy never spoke to each other. This video is an example of the impact officers leave every day. We sometimes don’t know or understand the impact we leave with each encounter (Community Bank Account). Remind the officers that each day they go to work, that no matter what they do, they leave an impact on the community. Just driving around on patrol may deter, prevent, or even stop a crime from occurring; but we may never know the results of our work. **They never said a word to each other, but the impact was loud.**

Instructor Note:

- Slide 36: John R. Thomas: Stop and Listen
- Insert quote by respected local officer/leader/community member that relates to the principles of procedural justice. If none available, delete slide.

Stop and Listen

Chicago Police Department example; “When you begin to doubt the nobility of your mission or the sanctity of

Module 6

your profession because your heart is heavy, or you feel anger, disillusionment, disenfranchisement, betrayed or confused -- **stop and listen to the voices...** the voices that rise up from ... a field in Pennsylvania, from a wall at the Pentagon and from the spot of earth the world has come to know as Ground Zero. Because if you listen, you will hear those souls tell you "thank you" for what you do ... hear them cheering you on. Let them carry you through this difficult moment, allow them to nourish you and encourage you and doubt no more, for you are warriors and champions for those who have gone before and to those most vulnerable now. You are admired and respected, for you are the best at what you do. God bless you and God bless America." -**John R. Thomas**, First Deputy Superintendent, Chicago Police Dept., 2000- 2003

Instructor Note:

- Slide 37: What Policing Demands of Us

What Policing Demands of Us

This slide has a quote from Steven R. Covey from the *7 Habits of Highly Effective People for Law Enforcement*. Now realizing the impact we have, officers must be grounded in principles of "service, justice, [and] fundamental fairness" (procedural justice), when we serve the public. We also have to realize the actions we take today will affect officers of tomorrow.

This slide should have the officers think internally about the jobs they do.

Instructor Note:

- The instructor should read the audience as to whether or not a lengthy discussion should occur.

"Policing is one of America's most noble professions. The actions of any police officer, in an instant, can impact an individual for life and even a community for generations. Given this realization, every police officer must be centered on what is important."

Service, justice, fundamental fairness—these are the foundational principles in which every police action must be grounded. The nobility of policing demands the noblest of character."

—Stephen R. Covey

Instructor Note:

- Slide 38: What Does the Public Really Think?

Man on the Street Video

The goal of this video is for participants to gain a clear understanding of how the "treatment" – as defined using the four principles of procedural justice – greatly impacts a citizen's assessment of their police-citizen encounter and its implication for achieving the greater aims of effective policing. This video is not an official poll or a scientific study. It is merely used to gauge the relevancy of procedural justice concepts at the "street-level" through the use of a small sample of citizens for the purpose of generating class discussion.

Prepping the Video

- "Prep" the video by explaining to participants what they are about to see. The instructor should not feel obligated to relay all of the following information, but must be familiar with the taping of the video, if queried by participants.
- The video is comprised of a montage of clips, showing citizens of Chicago speaking candidly about their interaction with members of the Chicago Police Department (or, in some cases, law enforcement from another jurisdiction).

Module 6

- Citizens at each location were asked at random if they would like to participate in a short taping regarding the Chicago Police Department. Citizens, who agreed to participate on film, were also asked to sign a waiver.
- All roles, including those of the interviewer, camera operators, and other personnel related to the filming process, were filled by procedural justice instructors and/or academy staff. However, citizens interviewed were not apprised of this fact until after filming was complete unless they specifically asked. When asked, identities of participants were revealed to the citizen.
- The same three questions were consistently asked of all citizens who agreed to be interviewed. Additional questions may have been asked by the interviewer if clarification was deemed necessary. At no time, however, would the interviewer attempt to guide or coach a citizen into giving a particular response. The questions asked were:
 - Have you had any interaction with the Chicago Police?
 - If so, was the interaction positive or negative?(why?)
 - What is your overall feeling of the police?
- Three film locations were chosen, in part, due to their proximity to a CTA train station. The idea was to interview a variety of people in order to obtain a representative sample of Chicago's population. Not only did a CTA train station provide for diversity, but it also symbolized a part of the City's *uniqueness*. The locations were as follows:
 - Roosevelt and Canal – near CTA platform (South Loop)
 - Wilson and Broadway – near Red Line (Uptown)
 - Ogilvie Center – 500 W. Madison; CTA/METRA (Loop)

- The video is not intended to be an official poll or a scientific study. It is merely meant to gauge the relevancy of procedural justice concepts on the "street-level" through the use of a small sample of citizens for the purpose of generating class discussion.
- The instructor should structure the video exercise in order to maximize learning. Prior to playing the video, ask the class: "As you watch the video, pay particular attention to the reasons that citizens" mention concerning their assessment of police. How do the principles of procedural justice play a role in the formation of this assessment? Listen for which principles are mentioned by the citizens. Can you name the principle that closely relates to what the citizen is saying?

Play the video: *Man on the Street (16:26)*

- The video should be embedded within the PowerPoint presentation; however, it is advisable for the instructor to have a copy of the video (e.g., flash drive, CD) in the event that the video does not play.
- **NOTE:** The video is divided into three main sections.
- In the first section, interviewees relay positive experiences with law enforcement and offer personal reasons for this assessment. The second section shows citizens recounting negative experiences with the police and offering their reasons for this assessment. Finally, in the third section, interviewees offer their overall view and/or assessment of law enforcement.

Debriefing the Video

- The instructor should initiate the debriefing of the video by having participants recall the questions asked of them during the "set-up" portion of this lesson.

Module 6

- Ask participants: *“How do the principles of procedural justice play a role in the formation of this assessment?”* **NOTE:** The goal is to facilitate a brief discussion where participants are able to relate what was said to the “A = O + P” equation. Participants should leave with a clear understanding of how the “treatment” is more important than the “outcome” in a police-citizen encounter.
- Ask participants: *“Can you name the principle that closely relates to what the citizen is saying?”* **NOTE:** The goal is to facilitate a brief discussion where the four principles are identified through remarks made by the various citizens. The instructor should refer to specific comments made on camera that reflect how officers who utilize the principles will dramatically impact the citizen's overall assessment. **For example:** a citizen remarks how she has a positive assessment of an experience with the police because she felt the officers “listened” to what she had to say. The instructor may then point out how officers in this particular interaction utilized “VOICE.”
- In most cases, the comments made on video will reflect more than one principle. Encourage participants to identify as many principles as possible so that they understand how the four principles are all interrelated.

Instructor Note:

- Slides 39-40: What Do People Really Think of Us?

What do people really think of us?

The next two slides refer to a Gallup Poll that is done every year. The poll asks respondents to rate the honesty and ethical standards of different fields. It is based on a five-point Likert scale. Law Enforcement has been in the 50th percentile since 1999, and ranks in the top half of the different fields.

The instructor should point out the many professions that fall below law enforcement.

Slide #39

Gallup asked 1,017 American adults the following question: “Please tell me how you would rate the honesty and ethical standards of people in these different fields—very high, high, average, low or very low?” The survey takers then read the respondents a list of 22 different fields.

- Where do you think police fell in this survey? (Answer: 6th)

How Does the Public View Police Officers? Show a picture of the Gallup Poll results with law enforcement highlighted.

Slide #40 Over the years.....We have stayed steady.

The slide shows that law enforcement has consistently remained at the 50th percentile mark since 1999.

Instructor Note:

- Slides 41: The Obligation of Policing

“No one is compelled to choose the profession of police officer, but having chosen it, everyone is obligated to perform its duties and live up to the high standards of its requirements.”

—President Calvin Coolidge

Instructor Note:

- Slides 42+: Suggest ending with either a slide show or series of images of local police department demonstrating procedural justice. Images could play on a loop to the dialog for End of Watch or other local narrative.

Conclusion

Upon completion of this class, the participants should have a more comprehensive and practical understanding of

Module 6

procedural justice and how it affects them and others. The principles of procedural justice are applicable to the field in most situations. Officers will always remain lawful and should not unreasonably endanger themselves or another person to conform to the principles of procedural justice. Our goals should always be to go home while leaving a positive impact on the community, thereby leaving a positive legacy for ourselves and the Department. Once officers leave this class, they should be able to incorporate procedural justice into the performance of their duties.

END OF MODULE SIX

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Appendix

Appendix

The following is the exact data Chicago Police Department used in the course evaluation and presented as a form of transparency.

A class evaluation was given to each course participant at the end of each Procedural Justice I class. The survey was anonymous in an effort to generate truthful responses. They were filled out at the conclusion of each class and collected as the participants exited. Not all participants responded, because the evaluation process was voluntary. The results were entered into an independent computer program (Survey Monkey) and the results were tabulated.

- What you said and what we learned about how you felt about police legitimacy and procedural justice from the first class.
- We listened to and read your:
 - Evaluations
 - Comments
- “The Survey Says...”: Northwestern Survey results
- “Here is some of what you said:...”

The evaluation was based on a 5-point Likert Scale.

(Instructor Note: Likert scale is a psychometric scale commonly utilized in research for scaling responses. It focuses on capturing the underlying phenomenon being investigated.)

The participants were asked to evaluate the Procedural Justice I course based on the following categories: “Interesting”, “Useful”, “Organized”, and “Met my Expectations”. The participant had to choose one of five choices, ranging from low to high.

The Likert Scale options were as follows:

1. Unsatisfactory; 2. Fair; 3. Good; 4. Very Good; 5. Excellent

Here are the results.

The Procedural Justice I Course was:

	Excellent	Very Good	Good	Fair	Unsatisfactory
INTERESTING Average= 4.09	40.76% (3,564)	35.09% (3,068)	17.67% (1,545)	5.41% (473)	1.06% (93) Total: 8,743
USEFUL Average= 4.09	42.36% (3,692)	32.95% (2,872)	17.59% (1,533)	5.74% (500)	1.35% (118) Total: 8,715
ORGANIZED Average= 4.37	53.65% (4,680)	32.95% (2,874)	10.83% (945)	2.12% (185)	0.45% (39) Total: 8,723
MET MY EXPECTATIONS Average= 4.11	42.73% (3,712)	33.11% (2,876)	18.17% (1,578)	4.78% (415)	1.22% (106) Total: 8,687

Here are the “overall” results from the evaluations:

80.82% of class participants thought the class was “Excellent” or “Very Good”; 94.89% of class participants thought the class was “Good”, “Very Good” or “Excellent”; and the overall average was rating was 4.22.

Overall Evaluation:

	Excellent	Very Good	Good	Fair	Unsatisfactory
OVERALL THE WORK-SHOP WAS Average: 4.22	47.41% (4,107)	33.41% (2,894)	14.07% (1,219)	4.04% (350)	1.06% (92) Total: 8,662

Only 5% of officers rated the class to be “Fair” or “Unsatisfactory”.

Northwestern Survey

The study was conducted by Dr. Wesley G. Skogan. Dr. Skogan is an expert on crime and policing and has directed most of Northwestern University’s Institute for Policy Research (IPR) major crime studies over the past three decades. These studies include research on fear of crime, the impact of crime on communities, public participation in community crime prevention, victimization, and victim responses to crime. Dr. Skogan conducted this study to evaluate the effectiveness of the training and

Appendix

determine/predict if there will be long-term effects as a result of the implementation of the principles of procedural justice. This survey was voluntary, anonymous, and filled out both before and after class on alternating days. It was conducted on two watches and the completed surveys were placed in unmarked, sealed envelopes, which were given directly to Dr. Skogan. The Chicago Police Department had no involvement in the tabulation of the results.

The results, which measured trust, respect, neutrality and participation, indicated that the training was effective in that officers enhanced their understanding of the role procedural justice plays in the field. However, the positive effects of this

training were found to be short-term. This survey determined that procedural justice training must be followed up with additional sustainment training. The results of this study can be found on the Northwestern University IPR website, at <http://www.ipr.northwestern.edu/workshops/past-workshops/chicago-procedural-justice/docs/session-2-Skogan.pdf>.

The Chicago Police Department allowed Northwestern University access to the training for the purpose of this study. In return, Northwestern University gave them the results to the survey - thus showing their transparency and cooperation.