

**MEMORANDUM**

October 5, 2022

TO: Public Safety Committee

FROM: Christine Wellons, Legislative Attorney

SUBJECT: Bill 17-21, Police – Community Informed Police Training

PURPOSE: Worksession #3 – Committee recommendation expected

**Expected Attendees**

Assistant Chief Darren Franke, Montgomery County Police Department (MCPD)  
Captain Ian Clark, MCPD  
Steve Greenfield, Dean of Business, Information Technology and Safety, Workforce Development and Continuing Education, Montgomery College  
Dr. Sanjay Rai, Montgomery College  
Dr. Eric Benjamin, Interim Vice President and Provost, Rockville Campus, Montgomery College  
Professor Ginger Robinson, JD Department Chair, Sociology, Anthropology, and Criminal Justice Department, Montgomery College  
Lee Holland, President, FOP, Lodge 35 (invited)

Bill 17-21, Police – Community Informed Police Training, sponsored by Lead Sponsor Councilmember Jawando and Co-Sponsor Councilmember Riemer, was introduced on May 18, 2021.<sup>1</sup> A public hearing was held on June 22, 2021. An initial worksession of the Public Safety (PS) Committee was held on November 15, 2021. A second worksession was held on February 16, 2022, at which the Montgomery County Police Department (MCPD) and Montgomery College provided updates regarding ongoing partnerships on police academy training.

The latest update from the MCPD and the College was provided on October 4, 2022 and is enclosed at © 48. The MCPD and the College are continuing to develop in-depth community informed police training as a requirement of the police academy.

Bill 17-21 would:

- require the Police Department to collaborate with local educational partners regarding police cadet recruitment and police training; and

- provide for the continuing education of police officers.

## **PURPOSE**

The purpose of the Bill 17-21 is to create partnerships between the Montgomery County Police Department (“MCPD” or the “Department”) and local educational institutions to recruit and train police officers in a manner that promotes community informed policing.

As noted in the Racial Equity and Social Justice Impact Statement for the bill, community policing is intended to ameliorate racial disparities in policing incidents. According to the RESJ Statement, Black people accounted for 18 percent of County residents in 2019, but accounted for:

- 56 percent of the use of force incidents;
- 29 percent of the traffic stops; and
- 12 percent of MCPD sworn personnel.

## **BILL SPECIFICS**

The bill would create new requirements related to the recruitment, training, and continuing education of police officers. With respect to recruitment, the bill would require the Department to collaborate and partner with local educational institutions to:

- expand the recruitment of police cadets who reflect the diversity of the County;
- sponsor communication sessions with prospective cadets and community members; and
- develop internship programs for prospective cadets.

Prior to acceptance in the police academy, an applicant would be required to complete a 30-hour program – designed in coordination with a local educational institution – regarding community services and social justice. The program would cover topics of racial equity and social justice; health and wellness; community policing; policing history; active listening and conflict resolution; and civic engagement. In selecting an applicant for admission into the police academy, the Department would be required to consider the applicant’s performance in the program.

Regarding continuing education, the Department would be required to collaborate and partner with local educational institutions and national law enforcement professional organizations to provide continuing education to all County police officers regarding:

- socially just policing and community engagement; and

- emerging topics in law enforcement, including cybersecurity, human trafficking, and proactive community engagement.

In addition, continuing education would be provided to executive-level police officers regarding leadership and management challenges in socially just policing. Continuing education also would be provided to new police sergeants regarding supervisory skills, with a focus on community policing, mentorship, and ethical leadership.

### **SUMMARY OF THE PUBLIC HEARING**

Five speakers testified at the public hearing on June 22, 2021. On behalf of the County Executive, then-ACAO Caroline Sturgis stated that the County Executive supports the concept of the bill, but that the training under the bill should not be a prerequisite to joining the Police Academy. She stated that this requirement would deter qualified candidates, imposing a financial burden upon them. Lee Holland, on behalf of FOP Lodge 35, reiterated that pre-hire training requirements would hurt recruitment. He stated that, on average, MCPD loses five officers a month.

Two professors of Montgomery College testified in support of the bill. Dr. Andrae Brown stated that Montgomery College has about 600 students preparing for careers in law enforcement, and that the College takes pride in expanding resources for the police department to address systemic racism.

Some residents provided testimony that they believe the training under the bill would be ineffective and not a good use of County resources. The Silver Spring Justice Coalition echoed these concerns in its opposition to the bill.

The Office of Management and Budget has opined that the bill would have a fiscal impact of \$365,750 to \$1,463,000 in FY22. The Office of Legislative Oversight predicts that the bill would have a positive impact on the economy.

The Office of Legislative Oversight believes that the bill, if implemented as intended, would benefit racial equity and social justice in the County.

### **SUMMARY OF THE FIRST WORKSESSION**

Participating in the first worksession were Chief Jones, Assistant Chief Franke, and Captain Smith, Montgomery County Police Department (MCPD); and Drs. Rai, Benjamin, and Greenfield, Montgomery College.

The Committee considered current and potential police training programs; potential collaborations between the MCPD and institutions of higher education; potential effects of Bill 17-21 upon police recruitment efforts; and evolving state law regarding police training requirements.

The Committee encouraged the College and the MCPD to continue discussion prior to the next worksession, and to provide additional information and input regarding potential partnerships between the MCPD and Montgomery College regarding community informed police training.

### **SUMMARY OF THE SECOND WORKSESSION**

Participating in the discussion were Assistant Chief Franke and Captain Smith, MCPD; Drs. Benjamin, Rai, Greenfield, and Robinson of Montgomery College (MC); and Ms. Hudson and Mr. Sterling, Policing Advisory Committee.

The Committee extensively discussed potential collaborations between MCPD and MC regarding a 30-hour course, as part of the Police Academy, to teach concepts of community informed policing. The Committee also discussed expanding the Cadet program and coordination regarding the Cadet curriculum.

The Committee requested additional updates from MCPD and MC regarding their potential partnerships to train officers and prospective officers.

### **ISSUES FOR THE COMMITTEE'S CONSIDERATION**

The Committee might wish to consider the following remaining issues and potential amendments.

#### **1. Updates from MCPD and Montgomery College**

At the first worksession, the Committee encouraged the College and the MCPD to continue discussion prior to the next worksession, and to provide additional information and input regarding potential partnerships between the MCPD and Montgomery College regarding community informed police training.

At the second worksession, the Committee continued to engage in an in-depth discussion about collaborations between MCPD and the College. A memorandum from MCPD (©45) outlined the ongoing partnerships regarding police training curriculum.

On October 4, MCPD and the College provided another update regarding their collaborations (©48). Notably, the update explains ongoing development of the 30-hour police academy community informed training. The Committee might wish to ask MCPD and the College to elaborate on the update, including the anticipated implementation timeline and costs.

#### **2. Timing of Police Academy Program Regarding Community Services and Social Justice**

During the second worksession, MCPD and Montgomery College representatives discussed their interest in developing the bill's required 30-hour program as a "capstone course" included within the police academy curriculum, as opposed to making the program a prerequisite to joining the academy. Lead Sponsor Councilmember Jawando indicated that he would be

amenable to amending the bill to allow for the development of the program as a capstone course within the academy.

In the update provided on October 4, the College and MCPD indicated that the course should be a prerequisite to field training in the academy.

If the Committee wishes to require the 30-hour program as a component of the police academy that occurs prior to field training, it could adopt the following amendment.

*Amend lines 40-57 as follows.*

(c) Police academy – ~~[[prerequisite]] required program regarding community services and social justice.~~

(1) Prior to ~~[[acceptance in]] the commencement of field training, a member of the police academy[[, an applicant]] must complete ~~[[an initial]] a program regarding community services and social justice.~~~~

\* \* \*

~~[[4) In selecting an applicant for admission into the police academy, the Department must consider the applicant’s performance in the program.]]~~

**Decision point:** Whether to adopt the amendment described above regarding the timing of the 30-hour course.

### **3. Maryland Police Accountability Act**

During the first worksession, the Committee discussed that during the 2021 Legislative Session of the General Assembly, the State enacted the Maryland Police Accountability Act of 2021, which affects police operations statewide in many respects. Among other requirements, the bill requires, with respect to police officer training:

(1) that officers must undergo certain training regarding drawing firearms and employing de-escalation tactics; and

(2) that new and incumbent officers must complete a test and training for implicit bias.

Regarding use of force training, the new state law provides:

A POLICE OFFICER SHALL:

(1) UNDERGO TRAINING ON WHEN A POLICE OFFICER MAY OR MAY NOT DRAW A FIREARM OR POINT A FIREARM AT A PERSON AND ENFORCEMENT OPTIONS THAT ARE LESS LIKELY TO CAUSE DEATH OR SERIOUS PHYSICAL INJURY, INCLUDING SCENARIO-BASED TRAINING, DE-ESCALATION TACTICS AND TECHNIQUES, AND REASONABLE ALTERNATIVES TO DECREASE PHYSICAL INJURY; AND

(2) SIGN A TRAINING COMPLETION DOCUMENT STATING THAT THE OFFICER UNDERSTANDS AND SHALL COMPLY WITH THE MARYLAND USE OF FORCE STATUTE.

Regarding implicit bias training, the new state law provides:

THE [MARYLAND POLICE TRAINING AND STANDARDS] COMMISSION SHALL:

(1) DEVELOP A TEST AND TRAINING FOR IMPLICIT BIAS, SUBJECT TO THE AVAILABILITY OF IMPLICIT BIAS TESTING STANDARDS THAT ARE GENERALLY ACCEPTED BY EXPERTS IN THE FIELD OF POLICE PSYCHOLOGY;

(2) REQUIRE ALL LAW ENFORCEMENT AGENCIES TO USE THE IMPLICIT BIAS TEST IN THE HIRING PROCESS;

(3) REQUIRE ALL NEW POLICE OFFICERS TO COMPLETE IMPLICIT BIAS TESTING AND TRAINING; AND

(4) REQUIRE ALL INCUMBENT POLICE OFFICERS TO UNDERGO IMPLICIT BIAS TESTING AND TRAINING ON AN ANNUAL BASIS

While these new state requirements (which took effect on July 1, 2022), are not inconsistent with Bill 17-21 and, therefore, do not necessitate any amendments to Bill 17-21, the Committee might wish to acknowledge the State requirements through the following potential amendments.

*Amend lines 55-57 as follows:*

(4) In selecting an applicant for admission into the police academy, the Department must consider:

(A) the applicant's performance in the program under this subsection;  
and

(B) the applicant's performance in any implicit bias test required by the Maryland Police Training and Standards Commission.

*After line 71, insert:*

- (e) State requirements. The training provided under this Section must incorporate to the extent practicable, and must comply with, the requirements of the Public Safety Article of the Maryland Code, including the Maryland Use of Force Statute.

**Decision point:** Whether to adopt the amendments described above regarding state requirements.

#### **4. OCA-Recommended Amendments**

The Office of the County Attorney has recommended the following clarifying amendments to Bill 17-21.

*Amend lines 12-14 as follows.*

Cadet or police cadet means a uniformed civilian employee of the Department who participates in the Cadet Program established by the Department for college students.

*Amend lines 33-39 as follows.*

(b) [Recruitment programs] Cadet program. The Department must collaborate and partner with local educational institutions to:

- (1) expand the recruitment of police cadets who reflect the diversity of the County;
- (2) sponsor communication sessions with prospective cadets and community members; and
- (3) develop internship programs for prospective cadets.

*Amend lines 42-22 as follows.*

- (1) Prior to [[acceptance in]] application to the police academy, an applicant must complete an initial program regarding community services and social justice.

The Committee might wish to ask MCPD to comment upon the effects of requiring the completion of the program prior to “acceptance” versus prior to “application”.

In addition to these amendments, the OCA has recommended clarifying whether 30 credit hours – or simply 30 hours – are required. The intent was to provide for a 30-hour program. Therefore, the Committee might wish to adopt the following amendment.

*Amend line 45 as follows.*

(2) The program must consist of 30 [[credit]] hours or their equivalent.

**Decision point:** Whether to adopt the clarifying amendments described above.

**NEXT STEP:** Committee recommendation on whether to enact Bill 17-21, including any amendments to the bill.

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Bill No. 17-21  
Concerning: Police – Community  
Informed Police Training  
Revised: 5/12/2021 Draft No. 3  
Introduced: May 18, 2021  
Expires: November 18, 2022  
Enacted: \_\_\_\_\_  
Executive: \_\_\_\_\_  
Effective: \_\_\_\_\_  
Sunset Date: None  
Ch. \_\_\_\_\_, Laws of Mont. Co. \_\_\_\_\_

**COUNTY COUNCIL  
FOR MONTGOMERY COUNTY, MARYLAND**

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Lead Sponsor: Councilmember Jawando  
Co-Sponsor: Councilmember Riemer

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**AN ACT** to:

- (1) require the Police Department to collaborate with local educational partners regarding police cadet recruitment and police training;
- (2) provide for the continuing education of police officers; and
- (3) generally amend laws regarding policing, police recruitment, and police training.

By adding

Montgomery County Code  
Chapter 35, Police  
Section 35-6B

*The County Council for Montgomery County, Maryland approves the following Act:*

<b>Boldface</b>	<i>Heading or defined term.</i>
<u>Underlining</u>	<i>Added to existing law by original bill.</i>
<b>[Single boldface brackets]</b>	<i>Deleted from existing law by original bill.</i>
<u>Double underlining</u>	<i>Added by amendment.</i>
<b>[[Double boldface brackets]]</b>	<i>Deleted from existing law or the bill by amendment.</i>
* * *	<i>Existing law unaffected by bill.</i>

1           **Sec. 1. Section 35-6B is added as follows:**

2    **35-6B. Community Informed Police Training.**

3           (a)    Definitions. For purposes of this Section, the following terms have the  
4                   meanings indicated.

5                   Active listening means a process by which parties reach a peaceful  
6                   resolution to a dispute, including through the skills of:

7                   (1)    managing stress quickly while remaining alert and calm;

8                   (2)    controlling emotions and behavior;

9                   (3)    paying attention to the words and feelings expressed by others;  
10                   and

11                   (4)    being aware of and respecting differences.

12                   Cadet or police cadet means a uniformed civilian employee of the  
13                   Department who participates in the Cadet Program established by the  
14                   Department.

15                   Civic engagement means participation by community members in social  
16                   and political processes designed to communicate ideas, values, and  
17                   beliefs, and to promote legal, political, or social change.

18                   Community policing means a policing strategy to develop trusting  
19                   relationships with the community, and to work in partnership with the  
20                   community to address crime, public safety, and quality of life issues.

21                   Health means a state of complete physical, mental, and social well-  
22                   being and not merely the absence of disease or infirmity.

23                   Police academy means the entry-level police training academy required  
24                   by the Department for all prospective police officers.

25                   Policing history means a social, political, and historical understanding  
26                   of why and how policing developed in the United States, including an  
27                   examination of the transitional eras of policing (Political Era, Reform/

28 Professional Era, and Community Era) and the structural changes that  
 29 occurred under each of those eras since the mid nineteenth century.

30 Racial equity has the meaning stated in Section 2-64A.

31 Social justice has the meaning stated in Section 2-64A.

32 Wellness means a positive approach to living.

33 (b) Recruitment programs. The Department must collaborate and partner  
 34 with local educational institutions to:

35 (1) expand the recruitment of police cadets who reflect the diversity  
 36 of the County;

37 (2) sponsor communication sessions with prospective cadets and  
 38 community members; and

39 (3) develop internship programs for prospective cadets.

40 (c) Police academy – prerequisite program regarding community services  
 41 and social justice.

42 (1) Prior to acceptance in the police academy, an applicant must  
 43 complete an initial program regarding community services and  
 44 social justice.

45 (2) The program must consist of 30 credit hours or their equivalent.

46 (3) The program must be designed, in collaboration and partnership  
 47 with one or more local educational institutions, to develop  
 48 competency in the topics of:

49 (A) racial equity and social justice;

50 (B) health and wellness;

51 (C) community policing;

52 (D) policing history;

53 (E) active listening and conflict resolution; and

54 (F) civic engagement.

55           (4) In selecting an applicant for admission into the police academy,  
 56           the Department must consider the applicant’s performance in the  
 57           program.

58       (d) Continuing Education. The Department must collaborate and partner  
 59       with local educational institutions and national law enforcement  
 60       professional organizations to provide continuing education, as  
 61       demonstrated by the awarding of Continuing Education Units (CEU’s)  
 62       or similar credentialing indicating content mastery:

63       (1) to all County police officers regarding:

64           (A) socially just policing and community engagement; and

65           (B) emerging topics in law enforcement, including  
 66           cybersecurity, human trafficking, and proactive  
 67           community engagement[.];

68       (2) to executive-level police officers regarding leadership and  
 69       management challenges in socially just policing; and

70       (3) to new police sergeants regarding supervisory skills, with a focus  
 71       on community policing, mentorship, and ethical leadership.

72       **Sec. 2. Short Title.** This Act may be cited as the Community Informed Police  
 73       Training Act.

## LEGISLATIVE REQUEST REPORT

Bill 17-21

*Police – Community Informed Police Training*

<b>DESCRIPTION:</b>	Bill 17-21 would require the Police Department to collaborate with local educational institutions regarding recruitment, training, and continuing education of officers regarding social justice and community policing.
<b>PROBLEM:</b>	Improving community informed police recruitment and training
<b>GOALS AND OBJECTIVES:</b>	Create collaborations between the Department and local educational partners regarding training and continuing education in community policing, racial equity and social justice
<b>COORDINATION:</b>	
<b>FISCAL IMPACT:</b>	Office of Management and Budget
<b>ECONOMIC IMPACT:</b>	Office of Legislative Oversight
<b>EVALUATION:</b>	
<b>EXPERIENCE ELSEWHERE:</b>	To be researched
<b>SOURCE OF INFORMATION:</b>	Christine Wellons, Legislative Attorney
<b>APPLICATION WITHIN MUNICIPALITIES:</b>	N/A
<b>PENALTIES:</b>	N/A



**MONTGOMERY COUNTY COUNCIL**  
ROCKVILLE, MARYLAND

**WILL JAWANDO**  
**COUNCILMEMBER**  
**AT-LARGE**

**M E M O R A N D U M**

**TO:** Montgomery County Councilmembers

**FROM:** Will Jawando, Councilmember At-Large

**DATE:** May 12, 2021

**SUBJECT:** The Community Informed Police Training Act

Over the last year, I've been working closely with Dr. Pollard and the team at Montgomery College to consider how to best equip our police department and officers to serve as community guardians rather than warriors. As a result of that work, I am proud to be introducing *The Community Informed Police Training Act* on Tuesday, May 18, 2021. As we contend with the many steps necessary to improve police-community relations, hold our police department accountable, and ensure that County resources are being expended toward restoration and healing over punishment and incarceration, it is clear that cultural issues and training within policing must also be addressed.

This legislation would extend the time and scope of training for both prospective and current police officers in a way that I believe will be instrumental to improving police-community relations. The training program will address areas not traditionally covered in depth by law enforcement agencies but that are critical to community informed policing such as racial equity, social justice, communication, and the history of policing.

The bill would require:

1. All police candidates participate in a mandatory 30-hour training program, developed in partnership with Montgomery College, on topics related to racial equity, social justice, and de-escalation;
2. Continuing education for current police officers and department leadership;
3. Performance in the course be used in the evaluation of prospective police candidates

In order to fundamentally reimagine what public safety looks like in Montgomery County, we must ensure we are addressing the entire continuum of reform which includes changing hiring practices and training; changing what we track, prioritize and reward; and improving transparency and accountability. This bill is an important part of that work. Please let Lily Bolourian in my office know if you would like to co-sponsor. Thank you.

# COMMUNITY INFORMED POLICE TRAINING

**MC**  
MONTGOMERY  
COLLEGE





# COMMUNITY INFORMED POLICE TRAINING

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# A New Vision for Police Training

## Introduction

Last year Montgomery College leadership met with Montgomery County Councilmember Will Jawando to discuss his vision for reimagining policing in Montgomery County. The shared vision is to enhance police training and education in a way that will foster a supportive relationship between law enforcement entities and the larger Montgomery County community. This collaboration will address much-needed social issues concerning recruitment, hiring, and training practices.

## The Problem

In the United States, the relationship between police departments and its most vulnerable communities has been fractured for centuries. In particular, the Black community has experienced abuse and death by those tasked with keeping its people safe. The recent deaths of George Floyd and Breonna Taylor have once again highlighted the need for immediate and long over-due police reform.

In an article in *The Atlantic*, "What the World Could Teach America About Policing," Yasmeen Serhan examines a police reform initiative in 2013, in which the Camden Police Department (New Jersey) restructured the existing department and in conjunction with community partners developed a department built around socially just policing. The new department consisted of former and new officers that the department and city deemed were in alignment with the community's views on community policing, de-escalation, and appropriate use of force (with deadly force being used as a last resort). Since the reorganization of the police department in Camden, crime has fallen by 42 percent, and homicides by more than 50 percent. This example demonstrates that hiring officers that will carry out an ethical, community-centered mission, and training those officers can transform police in America. One of the most valuable lessons learned recently by police departments across the country is that community policing is about the quality of engagement, not the quantity of

incarceration. Serhan's article suggests that the more time a new recruit spends learning de-escalation and communication skills, the less time is needed for badge-heavy survival training.

The goal of this proposed collaboration between Montgomery College and the Montgomery County Police Department is to extend the opportunity and scope of training that Montgomery County trainees, rank and file officers, and executive officers receive in conjunction with training provided by the police department.

## The Task

Montgomery College has been tasked with creating enhanced recruitment and training opportunities for potential and current police officers. The task is to research and develop "best practices" for socially just policing, as well as provide the outline of a process and curriculum to be presented to Dr. Sanjay Rai, senior vice president for academic affairs and Dr. DeRionne Pollard, Montgomery College president. Faculty members and administrators from the Sociology, Anthropology, Criminal Justice, and Psychology Departments and The Institute of Race, Justice, and Civic Engagement will collaborate to develop the plan. Additional College resources include a college librarian and Workforce Development and Continuing Education (WDCE) staff.

In addition to supporting the development of a diverse pool of recruits from the county, a continuum of training and continued education will be offered to all officers. Courses geared toward engaging potential recruits, preparation of trainees, supervision/management for officers aspiring to a higher rank, as well as additional training for current supervisors and managers would be of great benefit to all stakeholders. The curriculum would inform training provided by the Montgomery County Public Service Training Academy, and the content would be in addition to any training new hires or current officers would receive.

# A New Vision for Police Training (continued)

## The Curriculum

Participants will develop the competency to apply race equity perspectives, deep analysis, and community policing methods through interacting with experts including police officers, community members who routinely experience policing, and experts in race-equity and historical perspectives. The core of the curriculum will provide new recruits an opportunity to tackle real-life, authentic, complex, policing challenges they may face as police officers.

### Montgomery College MCPD Training Program

Montgomery College's Workforce Development and Continuing Education unit will provide a 30-hour, five-week training program that will integrate theoretical and experiential learning through a project-based approach. This program will be offered to both aspiring officer who have applied and been accepted into the training academy and incumbent officers. It provides flexibility—the 30 hours can be arranged to fit officer's schedules. The ideal schedule will be six hours per week in either six-hour (all day) or three-hour (half day) formats. There will be 20 to 25 officers per class.

The core of the curriculum will provide new recruits an opportunity to tackle a real-life, authentic, complex, policing challenge they may face as police officers. These real-life challenges may be drawn from recent incidents such as the George Floyd or Breonna Taylor situations or other less well-known situations. Students will learn to apply race equity perspectives, deep analysis, and community policing methods learned in class from experts and guest speakers.

Students will be organized into project groups of five to six groups, who will develop a policing solution to the real-world challenge over the span of the course. The "graduation" or capstone event will ask students to make group presentations detailing their unique solution to the policing challenge.

A panel of expert and community judges will provide feedback to student presentations. Case studies will be featured that allow students to analyze issues and present solutions.

Week 1: Overview of course, group formation, selection of group projects (6 hours)

Week 2: Imagining and reimagining public safety (6 hours)

Week 3: Race, gender, and ethnicity in Montgomery County (6 hours)

Week 4: Unconscious bias (6 hours)

Week 5: Survey of community policing models, capstone event with student group presentations (6 hours)

The curriculum will be supported by a full array of academic services that include:

- The development of an educational plan for each recruit and officer that can be updated to reflect courses and/or program advisors who can make course recommendations prior to the approval and adoption of formal pathways.
- An emphasis on the support of field training officers and other officers in leadership positions who play pivotal roles in the socialization of new recruits.
- An educational path that will provide the option of earning an associate's degree, as it is demonstrated that a more educated officer tends to be better aligned with the tenets of community policing.
- The opportunity to transfer credits to Montgomery College that were completed at other accredited institutions of higher education, and the opportunity to earn Credit for Prior Learning.
- Enrollment in credit and continuing education courses as recommended.
- Courses delivered in both in-person and distance learning modalities.

# A New Vision for Police Training (continued)

## Faculty

An anchor faculty member will facilitate and guide the class over the entire 30 hours, ensuring an interactive approach with discussions, guest speakers, and group project work that is tied cohesively to the course's central themes. The guest speakers will include police officers, community members who experienced policing, and experts in race-equity and historical perspectives. Ongoing self-assessment will be a major feature of the course. New recruits will be asked to be reflective about their own perspectives and practices as they move through the course. Race-equity perspectives include topics in unconscious bias, and in historical and structural aspects of race in the U.S.

## The Solution

The goal of this collaboration is for officers to spend less training time on badge-heavy survival tactics and more time on crisis intervention. This training is designed to create a more empathic and socially aware officer. It is the intent of Montgomery College to prepare and sustain a police force that is exposed to multiple perspectives, critical thought, and comprehension of the cultural dynamics of the communities they serve. As mentioned previously, research for this project includes contributions from education, social sciences, and criminal justice faculty, as well as proposed training from the International Association of Chiefs of Police (IACP).

The six pillars of the Task Force on 21st Century Policing have also provided a valuable perspective. Because there will be the need to articulate why this program will be important, the publication, *Hiring for the 21st Century Law Enforcement Officer* (Community Oriented Policing Services of the Department of Justice, 2015) will help inform the College's perspective. In addition, the input of community-based advocacy organizations along with critical criminal justice perspectives that amplify the voices of people and communities that have been negatively by the relationship with the police is essential.

Given the need for training more *guardians* (community-based needs) than *warriors* (survival-based police culture), potential topics that will be explored are:

- The origins and social history of policing
- The purpose/intent of the law enforcement
- The psychology and sociology of policing
- The intersectionality of race and the police
- Understanding the call for social justice
- Intensive criminal and constitutional law, its theories, and the origins of the power of the law
- Intensive police culture, ethics, and discretion
- De-escalation through active listening
- Implicit and complicit bias training
- The value of technology/social media

## Contributions from IACP:

- Community-Police Engagement, such as alternative to arrest
- Criminal Justice Reform, such as offender re-entry
- Ethics, such as embedding an ethical framework into police culture
- Human and Civil rights
- Building trust and legitimacy
- Leadership, such as the challenges of rebuilding a police organization
- Officer Safety and Wellness, such as mindfulness strategies
- Recruitment and Personnel, such as recruiting a diverse police force
- Policy, such as releasing body worn camera footage as standard practice

Education in these areas is emphasized in existing courses (CCJS 201, 221, 222, 224), and CCJS program advising initiatives. In addition:

- There is an articulation agreement between Montgomery County Public Schools and Montgomery College for the Homeland Security program, of which CCJS 250 (Seminar: Criminal Justice) is a part. This course is part of the larger associate of applied science (A.A.S.) degree in criminal justice.

# A New Vision for Police Training (continued)

- In addition to the criminal justice A.A.S, Montgomery College has been recently approved by the Maryland Higher Education Commission to offer an A.A. in arts and sciences with a concentration in criminology. This degree provides a pathway for officers intending to pursue their bachelor's degree at institutions in the University of Maryland System.
- CCJS 250 (Seminar: Criminal Justice) is structured to reflect a number of topics, such as empathic/active listening, cultural dynamics, recognition of mental health issues, American Sign Language, and gender issues. CCJS 250 provides experiential opportunities such as trips to the Holocaust Museum and the National Museum of African American History and Culture.
- CCJS 242 (Theory and Practice-Internship) further support training of recruits.
- There is an existing partnership between the Montgomery County Police Department (MCPD) and Montgomery College. The current cadet program began through the College's Workforce Development and Community Education program. There is also the Law Enforcement and Leadership course that is sponsored by MCPD and Montgomery County Public Schools for high school students. The program focuses on law enforcement—and the students often enroll at Montgomery College.

## The Benefits

1. This program would be a model for community engagement and law enforcement for the nation.
2. The police department would be viewed as making a concerted effort toward addressing issues around community engagement and violence in policing.
3. The partnership between the College and MCPS would expand an opportunity to engage a diverse population of potential applicants because of the existing positive relationship.
4. Veteran officers would have expanded opportunity for professional development and some of the costs can be offset by tuition assistance.
5. Executive officers can expand their leadership and management skills.
6. The opportunity to enhance the relationship between two entities whose partnership is integral to the positive movement in the community: the police department and the college.
7. In this groundbreaking effort, there is an opportunity to collect data on how officers fare after participating in the program.

## Conclusion

In the development of this programming, we have an opportunity to be a groundbreaking model of what a strong community partnership with a police department can look like, while being a part of the restructuring of police training. It is our expectation that this partnership will develop and maintain trust, legitimacy, and social equity in the community. Montgomery College has deep ties to the Montgomery County community. The creation of top-of-the-line training and education for potential police hires and current police officers for the county's police department, sends a message that Montgomery College is committed to developing law enforcement leaders of tomorrow. The need exists, and now is the time to act.

# Police Training Summary

## 1. Increase educational and recruitment efforts for aspiring criminal justice practitioners (prior to application)

- Expand diverse recruitment through partnerships with high school law enforcement programs and the Montgomery College Dual Enrollment program for a seamless transition to MC
- Provide early college option that leads to a bachelor's degree in conjunction with the Universities at Shady Grove
- Sponsor communication sessions between participants, community representatives, and law enforcement entities
- Expand criminal justice offerings and general education coursework in high school settings
- Increase development of cadet/internship programs targeted toward MC students—police/corrections, 911 services through badging and microcredentialing
- Provide pre-college advising, assessment, and academic support
- Increase partnerships with Montgomery County Public Schools (MCPS) and criminal justice agencies represented on the PAC to provide curriculum modifications/internships/employment

## 2. The Montgomery College MCPD Training Program (after acceptance, but prior to beginning training at the academy)

- Montgomery College will offer a 30-hour pre-academy community services and social justice training program for new recruits. Ongoing self-assessment will be a major feature. New recruits will be asked to reflect on their own perspectives and practices as they move through

the course. The curriculum will provide new recruits the opportunity to tackle real-life, authentic, complex, policing challenges they may face as police officers. These real-life challenges may be drawn from recent incidents and concurrently integrate:

- social justice
  - health and wellness
  - community and policing history
  - active listening and conflict resolution
- Sessions will be supplemented with opportunities to foster experiential learning.
  - Facilitate community dialogue to promote civic engagement and the application of active listening skills
  - Additional advising support will include:
    - Review college transcripts and provide academic advising for degree completion and transfer
    - Provide portfolio review for Credit for Prior Learning

## 3. Strengthen the partnership between MCPD and Montgomery College (concurrent with training at the academy)

- Conduct needs assessment with a look at understanding what training MCPD currently offers
- Provide additional opportunity to engage in community dialogue and have impact with MCPD
- Offer Credit for Prior Learning upon successful completion of training academy
- Provide comprehensive academic support that includes:
  - college transcript review
  - academic advising for degree completion and transfer

# Police Training Summary (continued)

## **4. Coordinated continuing education to supplement police field training for newly hired officers and field training officers (first year after graduating from the training academy)**

- Badging Essential Skills for Transitions (B.E.S.T.)
- Conduct needs assessment focused on what training MCPD currently offers for newly hired officers and field training officers
- Conduct SWOT analysis of current training and community engagement
- Ongoing focus groups (internal and external) to gather ideas and sustain dialogue around community engagement
- Portfolio and transcript analysis for continuing education and degree attainment

## **5. Long-term training initiatives for officers, prospective MCPD supervisors, supervisors, and executive staff (continuing education to support socially just leadership)**

- Coordinated continuing education and badging opportunities focusing on social just community engagement hosted in collaboration with local and national law enforcement professional organizations (e.g., the United Black Police Officers Association, the Hispanic National Law Enforcement Association, the National Organization of Black Women in Law Enforcement)
- Microcredentialing and badging for emerging topics in law enforcement (e.g., cybersecurity, sustaining proactive community engagement, human trafficking)
- Mentoring and supervisory training for new sergeants with a focus on community policing and ethical leadership
- Continuing education for executives for executive-level leadership and management challenges in socially just policing
- Portfolio and transcript analysis for continuing education and degree attainment





**MONTGOMERY COLLEGE**

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Montgomery College is an academic institution committed to promoting equal opportunity and fostering diversity among its students, faculty, and staff.

# Racial Equity and Social Justice (RESJ) Impact Statement

Office of Legislative Oversight

## BILL 17-21: POLICE - COMMUNITY INFORMED POLICE TRAINING

### SUMMARY

The Office of Legislative Oversight (OLO) expects Bill 17-21 to favorably impact racial equity and social justice in Montgomery County.

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### BACKGROUND

On May 18, 2021, the Council introduced Bill 17-21 to improve community-policing practices in the County through additional training. Community policing refers to policing that prioritizes law enforcement officials building relationships with community members and working closely with them to develop mutual understanding and trust.

Bill 17-21 requires the Montgomery County Police Department (MCPD) to partner with Montgomery College to develop training courses for prospective and current MCPD police officers.<sup>1</sup> Prospective police cadet candidates would need to complete 30 hours of coursework at Montgomery College on the following topics:

- racial equity and social justice;
- health and wellness;
- community policing;
- policing history;
- active listening and conflict resolution; and
- civic engagement.<sup>2</sup>

Bill 17-21 also requires additional continuing education training in these six topics for current MCPD officers.<sup>3</sup> Additionally, the bill requires Montgomery College to partner with MCPD to recruit a diverse pool of officer candidates that more closely reflects the County's population.<sup>4</sup>

Currently, Montgomery County Police Cadet training lasts for 26 weeks (6 months). This aligns with the 10 to 36 weeks of cadet training offered by police academies in the U.S. but is far less than the two to three years of police training required in European countries, such as Finland and Norway.<sup>5</sup> In addition to cadet training, MCPD requires veteran police officers to undertake continuing education training annually. Of note, COMAR recommends a minimum of 18 hours (2.25 days) of training for veteran officers annually.

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### RACE, POLICING AND RACIAL EQUITY

As noted by the Maryland Chapter of the American Civil Liberties Union, "racial disparities have been widely documented nationwide in all aspects of policing and the legal justice system, including stops, searches, use of force, arrests, charging, pretrial detainment, plea bargaining, disposition, and sentencing."<sup>6</sup> They further note, "Black communities face the paradox of being both over- and under-policed, criminalized at higher rates than whites for petty offenses, without the protection they need against serious threats that police are supposed to provide."<sup>7</sup>



# RESJ Impact Statement

## Bill 17-21

Current criminal justice inequities facing communities of color emerge from the origins of modern policing in the U.S. that prioritized preserving wealth and social control to promote White supremacy rather than to prevent crime.<sup>8</sup> Of note, the first publicly funded police forces in the South were White “slave patrollers” charged with kidnapping formerly enslaved Black people and stopping revolts.<sup>9</sup> And in the North, elected sheriffs and constables were assembled in the mid- to late-19<sup>th</sup> century primarily to quash labor protests by low-wage workers.<sup>10</sup>

Further, the use of law enforcement to maintain social control over Black people and to protect White wealth continued after the Civil War and Reconstruction with police enforcement of Black Codes and other Jim Crow laws aimed at undermining the civil rights of Black people and communities.<sup>11</sup> And as de jure racial discrimination in society dissipated after the Civil Rights Movement, the disparate treatment of communities of color has continued with the War on Drugs that has targeted Black and Brown communities with mass incarceration over the past three decades.<sup>12</sup>

Within this historical context, community policing has been identified as a strategy for police departments to advance racial equity by collaborating with communities of color to enhance mutual understanding and trust. Toward this end, Bill 17-21 posits that additional police training hours focused on the history of policing in the U.S., racial equity and social justice, and civic engagement will advance more equitable policing practices locally, which help to eliminate racial and social inequities. Unfortunately, there are few rigorous research studies that assess the impact of community policing training on police officer performance.<sup>13</sup> The general training literature, however, suggests that training can “have positive impacts on learning, attitudes, and behavior, although impacts in general tend to be more pronounced on attitudes and knowledge than behavior.”<sup>14</sup>

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## DEMOGRAPHIC DATA

A review of data demonstrates disparities in policing incidents and MCPD personnel relative to Montgomery County’s population. For example, Black people accounted for 18 percent of County residents in 2019, but accounted for:

- 56 percent of the use of force incidents;<sup>15</sup>
- 29 percent of the traffic stops;<sup>16</sup> and
- 12 percent of MCPD sworn personnel.<sup>17</sup>

As such, Black people are over-represented in their interactions with the police but under-represented among police personnel. Conversely, White people are under-represented in public interactions with the police, but over-represented among police personnel. White people were 44 percent of County residents in 2019, but they accounted for:

- 20 percent of the use of force incidents;<sup>18</sup>
- 25 percent of the traffic stops;<sup>19</sup> and
- 75 percent of MCPD sworn personnel and of officers involved in use of force incidents.<sup>20</sup>

Like Black people, Latinx and Asian people were also under-represented as MCPD sworn officers relative to their share of County residents. In 2019, Latinx people accounted for 19 percent of County residents but only 8 percent of MCPD officers. Asian people accounted for 15 percent of County residents, but only 6 percent of MCPD officers.<sup>21</sup>

# RESJ Impact Statement

## Bill 17-21

### ANTICIPATED RESJ IMPACTS

If Bill 17-21 is executed as planned and actualizes improved community policing practices among new and existing MCPD personnel and increases the representation of people of color among sworn police personnel, OLO anticipates a favorable impact of Bill 17-21 on racial equity and social justice in the County. More specifically, OLO anticipates that improved community policing and related best practices among MCPD personnel will reduce inequitable policing practices that foster racial and social inequities in policing and criminal justice outcomes. Further, OLO anticipates that a more culturally diverse police force, coupled with heightened training and accountability for MCPS personnel, to put community policing strategies into practice will also diminish disparities in policing outcomes by race and ethnicity.

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### METHODOLOGIES, ASSUMPTIONS, AND UNCERTAINTIES

This RESJ impact statement and OLO's analysis rely on several information sources to understand the anticipated impact of Bill 17-21 on racial equity and social justice locally. These include:

- The Final Report of The President's Task Force on 21<sup>st</sup> Century Policing, May 2015
- MCPD 2019 Annual Report on Crime & Safety
- MCPD Annual Use of Force Report 2019
- OLO Report 2020-9, Local Policing Data and Best Practices, 2020
- How Community Police Compare in Different Democracies. April 2021
- The Hidden Rules of Race: Barriers to an Inclusive Economy, 2017
- What is the Difference between Slave Patrols and Modern Day Policing? Institutional Violence in a Community of Color, August 2015
- Bill 17-21 County Council Packet

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### RECOMMENDED AMENDMENTS

The County's Racial Equity and Social Justice Act requires OLO to consider whether recommended amendments to bills aimed at narrowing racial and social inequities are warranted in developing RESJ impact statements.<sup>22</sup> OLO has determined that the key provisions included in Bill 17-21 adequately address RESJ in the County. Consequently, this RESJ impact statement does not offer recommendations.

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### CAVEATS

Two caveats to this racial equity and social justice impact statement should be noted. First, predicting the impact of legislation on racial equity and social justice is a challenging, analytical endeavor due to data limitations, uncertainty, and other factors. Second, this RESJ statement is intended to inform the legislative process rather than determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

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### CONTRIBUTIONS

OLO staffer Dr. Theo Holt drafted this RESJ statement with assistance from Dr. Elaine Bonner-Tompkins.

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<sup>1</sup> Montgomery County Council, Bill 17-21, Police- Community Informed police Training, May 2021, Montgomery County, Maryland.

# RESJ Impact Statement

## Bill 17-21

<sup>2</sup> Bill 17-21

<sup>3</sup> <https://www.montgomerycountymd.gov/pol/jobs/pol-officer-selection-process.html>

<sup>4</sup> Ibid

<sup>5</sup> Amelia Cheatham and Lindsey Maizland, How Community Police Compare in Different Democracies. April 2021, Council on Foreign Relations. <https://www.cfr.org/backgrounder/how-police-compare-different-democracies>

<sup>6</sup> Spielberger, Joe, Chasing Justice: Addressing Police Violence and Corruption in Maryland, ACLU Maryland, January 2021

<sup>7</sup> Ibid

<sup>8</sup> Ibid

<sup>9</sup> Durr, What is the Difference between Slave Patrols and Modern Day Policing? Institutional Violence in a Community of Color, August 2015, Journal of Critical Sociology. [https://www.researchgate.net/profile/Marlese-Durr/publication/280922508\\_What\\_Is\\_the\\_Difference\\_Between\\_Slave\\_Patrols\\_and\\_Modern\\_Day\\_Policing\\_Institutional\\_Violence\\_in\\_a\\_Community\\_of\\_Color/links/55cb5c1208aea2d9bdce25ce/What-Is-the-Difference-Between-Slave-Patrols-and-Modern-Day-Policing-Institutional-Violence-in-a-Community-of-Color.pdf](https://www.researchgate.net/profile/Marlese-Durr/publication/280922508_What_Is_the_Difference_Between_Slave_Patrols_and_Modern_Day_Policing_Institutional_Violence_in_a_Community_of_Color/links/55cb5c1208aea2d9bdce25ce/What-Is-the-Difference-Between-Slave-Patrols-and-Modern-Day-Policing-Institutional-Violence-in-a-Community-of-Color.pdf)

<sup>10</sup> Spielberger

<sup>11</sup> Andrea Flynn, et. al, The Hidden Rules of Race: Barriers to an Inclusive Economy, 2017, Cambridge University Press.

<sup>12</sup> Michelle Alexander, The New Jim Crow: Mass Incarceration in the Age of Colorblindness, The New Press, 2012.

<sup>13</sup> An Evidence-assessment of the Recommendations of the President's Task Force on 21<sup>st</sup> Century Policing.

<https://www.theiacp.org/sites/default/files/all/i-/IACP%20GMU%20Evidence%20Assessment%20Report%20FINAL.pdf#:~:text=the%20President%E2%80%99s%20Task%20Force%20on%2021st%20Century%20Policing,is%20a%20project%20of%20the%20Institute%20for%20Community-Police>

<sup>14</sup> Ibid

<sup>15</sup> Annual Use of Force Report 2019, MCPD, Montgomery County, Maryland.

[https://www.montgomerycountymd.gov/pol/Resources/Files/annual-reports/UseOfForce/2019 MCPD Use of Force Report\\_FINAL.PDF](https://www.montgomerycountymd.gov/pol/Resources/Files/annual-reports/UseOfForce/2019_MCPD_Use_of_Force_Report_FINAL.PDF)

<sup>16</sup> Elaine Bonner-Tompkins and Natalia Carrizosa, Local Policing Data and Best Practices, July 21, 2020, Office of Legislative Oversight, Montgomery County, Maryland.

<https://www.montgomerycountymd.gov/OLO/Resources/Files/2020%20Reports/OLOReport2020-9.pdf>

<sup>17</sup> 2019 Annual Use of Force Report

<sup>18</sup> Ibid

<sup>19</sup> Local Policing Data and Best Practices

<sup>20</sup> Ibid

<sup>21</sup> MCPD 2019 Annual Report on Crime & Safety

<sup>22</sup> Montgomery County Council, Bill 27-19, Administration – Human Rights - Office of Racial Equity and Social Justice – Racial Equity and Social Justice Advisory Committee - Established

# Economic Impact Statement

Office of Legislative Oversight

## Bill 17-21      Police – Community Informed Police Training

### SUMMARY

By transferring funds from the County to local private educational institutions, the Office of Legislative Oversight (OLO) believes that enacting Bill 17-21 would have a positive, yet modest, annual impact on economic conditions in the County.

### BACKGROUND

The purpose of Bill 17-21 is to establish collaborations between the Montgomery County Police Department (MCPD) and local educational institutions to improve community informed policing within the department. The bill would attempt to do so by making three changes to County law regarding police recruitment and training.

First, the bill would “expand the recruitment of police cadets who reflect the diversity of the County,” “sponsor communication sessions with prospective cadets and community members,” and “develop internship programs for prospective cadets.”

Second, the bill would require applicants to the police academy to complete an initial 30-credit program designed to develop competencies in racial equity and social justice, health and wellness, community policing, policing history, active listening and conflict resolution, and civic engagement. Relatedly, the bill would require MCPD to “consider the applicant’s performance in the program.”

Finally, the bill would require MCPD to partner with local educational institutions and national law enforcement professional organizations to provide continuing education to all County police officers, executive-level police officers, and new police sergeants.<sup>1</sup>

### METHODOLOGIES, ASSUMPTIONS, AND UNCERTAINTIES

Enacting Bill 17-21 would involve an internal transfer from the County to Montgomery College and/or other local educational institutions. Using tax revenue, the County would pay for MCPD applicants to complete the program and continuing education for police officers. The internal transfer from the County to local educational institutions would not, however, entail a net increase in the amount of economic activity in the County. Ultimately, the total annual economic impact of Bill 17-21 would depend on:

- (a) the per year economic benefits of increased expenditures at local educational institutions; and
- (b) the per year economic opportunity cost of reduced County revenues.

<sup>1</sup> Montgomery County Council, Bill 17-21, Police – Community Informed Police Training, introduced on May 18, 2021. See Introduction Staff Report, [https://apps.montgomerycountymd.gov/ccllms/DownloadFilePage?FileName=2708\\_1\\_14445\\_Bill\\_17-21\\_Introduction\\_20210518.pdf](https://apps.montgomerycountymd.gov/ccllms/DownloadFilePage?FileName=2708_1_14445_Bill_17-21_Introduction_20210518.pdf).

# Economic Impact Statement

## Office of Legislative Oversight

Because OLO does not know how the County revenues would otherwise be used in the absence of enacting Bill 17-21, OLO limits the scope of the analysis below to the economic benefits of increased expenditures at local educational institutions. Thus, this analysis does not account for the economic impacts of alternative government spending.

To assess the economic impacts of enacting Bill 17-21, OLO estimates the multiplier effect of increasing expenditures at local educational institutions. The multiplier effect captures how changes in economic activity affect other rounds of spending, and how additional spending impacts certain economic indicators.

This analysis uses the Regional Input-Output Modeling System (RIMS II) “final-demand multipliers” for Montgomery County developed by the U.S. Bureau of Economic Analysis.<sup>2</sup> The multiplier effect of increased “junior colleges, colleges, universities, and professional schools” is estimated in terms of four economic measures:

- **Output (sales):** total market value of industry output,
- **Value-Added:** total value of income generated from production (equivalent to gross domestic product),
- **Earnings:** employee compensation plus net earnings of sole proprietors and partnerships, and
- **Employment:** number of full- and part-time employees.<sup>3</sup>

**Table 1** presents the RIMS II “junior colleges, colleges, universities, and professional schools” multipliers for Montgomery County. OLO uses these multipliers to estimate the multiplier effects for each economic measure.

**Table 1. RIMS II Multipliers for Montgomery County**

	<b>Output</b>	<b>Earnings</b>	<b>Employment</b>	<b>Value-Added</b>
Type I	1.2283	0.3475	8.0975	0.881
Type II	1.5049	0.4029	9.4534	1.0528

Data Source: U.S. Bureau of Economic Analysis

OMB projects that Bill 17-21 would result in total annual training costs ranging from \$364,750 to \$1,463,000.<sup>4</sup> **Table 2** presents the multiplier effects for these estimated increases in expenditures at local educational institutions.

**Table 2. Annual Multiplier Effects of an Increase in Expenditures at Local Educational Institutions**

<b>Range</b>	<b>Output</b>	<b>Earnings</b>	<b>Employment</b>	<b>Value-Added</b>
Low	\$448,022	\$126,751	3	\$321,345
High	\$2,201,669	\$589,443	14	\$1,540,246

<sup>2</sup> U.S. Bureau of Economic Analysis, *RIMS II: An Essential Tool for Regional Developers and Planners*, December 2013, [https://apps.bea.gov/regional/rims/rimsii/rimsii\\_user\\_guide.pdf](https://apps.bea.gov/regional/rims/rimsii/rimsii_user_guide.pdf).

<sup>3</sup> Ibid, 3 – 3 and 3 – 4.

<sup>4</sup> Personal communication with OMB analysts.

# Economic Impact Statement

Office of Legislative Oversight

## VARIABLES

The primary variable that would affect the economic impacts of Bill 17-21 is:

- Total annual transfer from County to local educational institutions.

## IMPACTS

WORKFORCE ▪ TAXATION POLICY ▪ PROPERTY VALUES ▪ INCOMES ▪ OPERATING COSTS ▪ PRIVATE SECTOR CAPITAL INVESTMENT ▪ ECONOMIC DEVELOPMENT ▪ COMPETITIVENESS

### Businesses, Non-Profits, Other Private Organizations

OLO believes that Bill 17-21 would have a positive economic impact on private organizations in the County. Using the RIMS II multipliers, OLO estimates that transferring between \$364,750 to \$1,463,000 from the County to local educational institutions on an annual basis, if enacted the bill would result in the following:

- \$448,022 to \$2,201,669 in output (i.e., total market value of industry output),
- \$321,345 to \$1,540,246 in value-added (i.e., total value of income generated from production),
- \$126,751 to \$589,443 in earnings (i.e., employee compensation plus net earnings of sole proprietors and partnerships), and
- 3 to 14 new jobs (i.e., full- and part-time employees).

The primary beneficiaries of Bill 17-21 would be local educational institutions and their workforce. Other businesses and private organizations may also benefit from expenditures at these institutions if demand for local goods and services increase.

### Residents

OLO believes that Bill 17-21 would positively impact residents who may experience increases in employee earnings and new jobs as a result of the multiplier effect induced by the change in law.

However, as previously stated, it is beyond the scope of this analysis to estimate whether the economic impacts to private organizations and residents would outweigh the impacts of alternative uses of County funds.

## DISCUSSION ITEMS

Not applicable

## WORKS CITED

Montgomery County Code. Sec. 2-81B. Economic Impact Statements.

Montgomery County Council. Bill 17-21, Police – Community Informed Police Training. Introduced on May 18, 2021.

# Economic Impact Statement

## Office of Legislative Oversight

U.S. Bureau of Economic Analysis. *RIMS II: An Essential Tool for Regional Developers and Planner.*, December 2013.

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### CAVEATS

Two caveats to the economic analysis performed here should be noted. First, predicting the economic impacts of legislation is a challenging analytical endeavor due to data limitations, the multitude of causes of economic outcomes, economic shocks, uncertainty, and other factors. Second, the analysis performed here is intended to *inform* the legislative process, not determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

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### CONTRIBUTIONS

Stephen Roblin (OLO) prepared this report.

**Fiscal Impact Statement**  
**Bill 17-21, Police – Community Informed Police Training**

**1. Legislative Summary**

Bill 17-21 adds to the training and recruitment requirements of the Montgomery County Police Department (MCPD). With the passage of this Bill, MCPD will be required to:

- Provide continuing education opportunities for police officers and executive-level staff that addresses socially just policing, community engagement, and emerging topics in law enforcement. Any continuing education program must be provided in coordination with local educational institutions and national law enforcement organizations and provide some form of educational credential.
- Provide continuing leadership and management training that highlights socially just policing to executive staff, and supervisory training to new police Sergeants on community policing, mentorship, and ethical leadership.
- Design and implement a mandatory 30-credit hour program, in cooperation with a local educational institution, for prospective officers prior to acceptance into the Training Academy that addresses community service and social justice. Performance in the program would be considered prior to an applicant's acceptance to the Training Academy.
- Recruit new Police Cadets with the intention that they be reflective of the County's diversity.
- Sponsor communication sessions with prospective Police Cadets and community members.
- Establish internship programs for prospective cadets.

**2. An estimate of changes in County revenues and expenditures regardless of whether the revenues or expenditures are assumed in the recommended or approved budget. Includes source of information, assumptions, and methodologies used.**

Bill 17-21 includes an outline of a Montgomery College 30-hour course for Community Informed Police Training which resulted from a collaboration between the college and the Bill's lead sponsor, Councilmember Will Jawando. This course would cost the county \$5,225 per cohort, whereby cohorts range in size from 5 to 20 individuals, and a one-time \$3,000 expense for course development<sup>1</sup>. If this course were used to meet the Bill's requirements for prospective officers and continuing education, FY22 costs to the County can range from \$365,750 to \$1,463,000 based on cohort sizes. There is no estimated impact to County revenues.

This estimate assumes MCPD will maintain approximately 1,350 officers that will require continuing education credits, and 50 applicants for admission to the Training Academy.

The Bill does not require that continuing education for MCPD officers be coordinated with Montgomery College using the aforementioned curriculum. MCPD could utilize its existing training programs to meet the stipulations of the Bill if those programs provide



adequate credentials that signify mastery of socially just policing and community engagement. Usage of existing training resources to fulfill the continuing education requirements of the Bill could require the hiring of an additional Master Police Officer to expand the Leadership Development Unit, and an additional Police Officer III to instruct the additional elements of the updated program. The need for these additional resources is an option to consider as details about the implementation and execution of the Bill materialize.

Beyond the 30-credit hour coursework required for acceptance into the Training Academy, the Bill requires the expansion of Police Cadet recruitment with a focus on diversity, communication sessions between Cadets and community members, and an internship for prospective cadets. The current Police Cadet program pays \$16.49 per hour, and it is unclear how an internship program, as outlined in the Bill, would collaborate with this existing program. MCPD also uses several other initiatives to enhance recruitment to its Cadet program. The Law Enforcement Apprentice Program (LEAP) conducted by MCPD targets high school and college-age students that have an interest in criminal justice and law enforcement<sup>ii</sup>. While this internship program currently offers training in officer safety, procedures, and laws, it’s feasible that additional training on socially just policing and community engagement could be offered as well.

The Thomas Edison High School of Technology in Silver Spring offers a Law Enforcement and Leadership program<sup>iii</sup> in collaboration with MCPD that provides interested students with coursework that highlights police ethics, community policing, minorities in policing, and other content relevant to the Bill.

Lastly, the Police Explorer program is targeted to Montgomery County youth to introduce them to a career in law enforcement. Usage and expansion of these and other existing programming for prospective officers could potentially be used to fulfill relevant stipulations of the proposed Bill.

**3. Revenue and expenditure estimates covering at least the next 6 fiscal years.**

If the implementation of the Bill results in the usage of the Montgomery College curriculum for prospective officers and for a continuing education program, the projected, average cost is \$918,000 with year-one of the program to include a one-time course development fee of \$3,000.

<b>MC Curriculum for all Officers using an Average Cohort Size</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>	<b>FY26</b>	<b>FY27</b>	<b>6-year Total</b>
30-hour Training for Continuing and Prospective Officers	\$918,000	\$933,209	\$955,792	\$979,113	\$1,003,004	\$1,027,477	\$5,816,595

Alternatively, implementation of the Bill could combine usage of the Montgomery College curriculum for prospective officers, with an expansion of existing continuing education resources within the MCPD. Execution of this scenario could require an additional FTE for a Master Police Officer to expand the Leadership Development Unit, and an additional FTE for a Police Officer III to provide instruction for the additional training content.

<b>MC Curriculum for Prospective Officers and Additional Training Resources for Existing Officers</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>	<b>FY26</b>	<b>FY27</b>	<b>6-year Total</b>
30-hour Training Only for Prospective Officers	36,000	33,657	34,471	35,312	36,174	37,057	212,671
Master Police Officer (Corporal)	157,613	137,872	141,208	144,654	148,183	151,799	881,328
Police Officer III	152,700	132,862	136,077	139,397	142,799	146,283	850,118
<b>Total</b>	<b>346,313</b>	<b>304,390</b>	<b>311,756</b>	<b>319,363</b>	<b>327,156</b>	<b>335,138</b>	<b>1,944,117</b>

Each of the possible scenarios explored by this fiscal impact statement is an acknowledgement of potential costs. However, it is not currently Montgomery County policy to accept financial responsibility for the education costs of prospective officers that are, by definition, not yet County employees.

**4. An actuarial analysis through the entire amortization period for each bill that would affect retiree pension or group insurance costs.**

Not applicable.

**5. An estimate of expenditures related to County’s information technology (IT) systems, including Enterprise Resource Planning (ERP) systems.**

Not applicable.

**6. Later actions that may affect future revenue and expenditures if the bill authorizes future spending.**

Bill 17-21 does not authorize future spending.

**7. An estimate of the staff time needed to implement the bill.**

Using the Montgomery College course curriculum as a model, a 30-hour course would require a time commitment of 6-hours per week for five weeks for each current and prospective officer of the MCPD. Excluding the hours of non-County employed, prospective officers, the 1,350 current officers participating in this training per year, would use 8,100 officer-hours weekly and 40,500 officer-hours annually.

**8. An explanation of how the addition of new staff responsibilities would affect other duties.**

It is not clear whether current officers will be expected to find time for continuing education during on- or off-duty hours. If each officer is required to use on-duty hours, a reassignment of their normal policing duties will have to be made to another available officer(s). Coordination of training scheduling could result in additional administrative burden to the department. The costs of any form of pay compensation will vary based on the number and unit costs of those training hours.

Additionally, within the six-months between the start of each consecutive Training Academy cohort, MCPD provides prospective police officer candidates with approximately four months to complete and submit their application. This allows MCPD enough time to process background investigations and other tasks to evaluate each applicant before admission. The additional requirement of a 30 credit-hour course, and an evaluation of each applicant's performance will increase the amount of time MCPD will need to review and process each application. The result will be a reduction in the four months that prospective candidates are currently allotted to complete and submit their applications.

**9. An estimate of costs when an additional appropriation is needed.**

Using the Montgomery College curriculum as a model, an additional appropriation of \$918,000 will be needed in FY22 to meet the contractual costs of the education programs for current and prospective officers.

Upon implementation of this Bill, further discussion will be required to outline the scheduling of training across the department. Of critical importance will be any corresponding implications on Police overtime should scheduling require the usage of non-duty hours, or to provide coverage for officers receiving training during on-duty hours. The usage of on-duty hours will also likely require a formal agreement among the County, the department, and the Fraternal Order of Police.

Lastly, there is no projection of the time commitment for training assignments that are intended to be completed outside of the 30-hours of in-class time. Whether the County will reimburse officers and prospective officers for outside-of-class time is to be

determined and will require an accurate accounting of this time per officer and a negotiated unit cost.

**10. A description of any variable that could affect revenue and cost estimates.**

Several variables could create large adjustments to the annual costs of this Bill's implementation.

- The number of prospective officers can be predicted based on historical trends; however, there is no maximum to the number of Training Academy applicants who must complete this training as a prerequisite to their admission.
- The annual costs of training decrease as class cohort sizes increase from a minimum of five officers to a maximum of 20 officers. Depending on how officer training will be scheduled around their existing policing obligations, smaller class sizes and higher annual costs are a possibility assuming training will occur during on-duty hours.
- There may be additional costs to this Bill based on negotiated overtime or other pay compensation associated with class attendance and homework. The Bill does not stipulate whether on- and/or off-duty hours will be used for training. If overtime or other pay compensation agreements are made, estimates contained within this fiscal impact statement will be updated accordingly.
- The Bill does not require an accounting of when officers attend training; however, this information will be vital if additional compensation is agreed to. Furthermore, if compensation is offered for hours outside of the classroom an accounting of those hours will have to be maintained. MCTime is the likely repository for this information; however, the integrity of this data is a variable that can cause costs to increase.

**11. Ranges of revenue or expenditures that are uncertain or difficult to project.**

Based on the number of officers requiring training and the variance of class cohort size, expenditures for this Bill can range from \$365,750 to \$1,463,000 in FY22. Other variables that are contingent on negotiated agreements with MCPD and the Fraternal Order of Police can impact the range of expenses.

**12. If a bill is likely to have no fiscal impact, why that is the case.**

Not applicable.

**13. Other fiscal impacts or comments.**

The language of the Bill specifies that the prerequisite educational programming needed by prospective officers prior to acceptance into the Police Training Academy "consist of 30 credit-hours or their equivalent." However, the proposed Montgomery College curriculum is for 30-hours, which is inconsistent. A 30 credit-hour course is roughly equivalent to 240 hours of class time or one full year of a college course. Clarification of the Bill's language is needed before implementation.

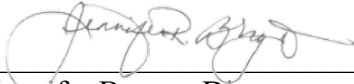
Implementation of this Bill would result in an educational requirement prior to acceptance into the Police Training Academy that is unique to Montgomery County. Surrounding jurisdictions and their police departments would have lower educational standards that could influence a potential candidate's choice of where to apply for employment. MCPD recruitment has declined in recent years, and implementation of this Bill has the potential to reduce the volume of recruitment further.

As noted earlier, the County does not compensate non-County employees for the cost of expenses incurred prior to employment. If implementation of this Bill incorporates reimbursement of expenses to police officer candidates, the fiscal impact of this legislation should acknowledge that there is no limit to the number of allowable applicants to the Training Academy.

Lastly, the educational requirements that would be legislated by Bill 17-21 could expose the County to the provisions of Article 15 and Article 22 of the Collective Bargaining Agreement with the Fraternal Order of Police. These Articles outline the County's obligations as they relate to overtime compensation and professional improvement leave.

**14. The following contributed to and concurred with this analysis:**

Neil Shorb, Department of Police  
Taman Morris, Office of Management and Budget



\_\_\_\_\_  
Jennifer Bryant, Director  
Office of Management and Budget

7/2/21

\_\_\_\_\_  
Date

<sup>i</sup> Source: Steve Greenfield, Dean of Business, Information Technology, and Safety within the Workforce Development and Continuing Education Department.

<sup>ii</sup> <https://www3.montgomerycountymd.gov/311/Solutions.aspx?SolutionId=1-I0ETQ>

<sup>iii</sup> [https://www2.montgomeryschoolsmd.org/schools/edison/services/#LAW\\_ENF](https://www2.montgomeryschoolsmd.org/schools/edison/services/#LAW_ENF)

**TESTIMONY ON BEHALF OF THE COUNTY EXECUTIVE MARC ELRICH ON BILL 17-21, POLICE –  
COMMUNITY INFORMED POLICE TRAINING**

Greetings Council President and Councilmembers, I am ACAO Caroline Sturgis. I appear before you on behalf of County Executive Elrich regarding Bill 17-21. The County Executive supports the concept of the bill but he has concerns with the way it is currently structured as it may have unintended consequences. The Executive supports community informed police training by including it in the police academy training for new officers and mandate annual refreshers of the training through in-service training for all police officers. This training should not be a prerequisite for entering into the police academy.

The bill as proposed places a financial burden on potential applicants by requiring completion of a lengthy course before being hired by the police department. The police department is concerned that it could deter qualified applicants.

The Executive supports the need for improved police recruiting and training, which are the focus of the bill. Last year, the County Executive launched an independent audit of the police department and a soon-to-be released preliminary report provides recommendations to enhance both recruiting and training. The police department audit preliminary report will be available at the end of this month. The Executive is committed to implementing the recommendations offered by the independent consultant that are evidence-based best practices.

My submitted written testimony contains more technical details. Thank you for your time this afternoon.

Below are points of clarifications for the bill:

1. Police cadets as defined in the bill does not align with the Montgomery County Police Department recruits, which are defined as police officer candidates. The police department has a cadet program which hires part-time employees who work for the department and attend college to gain either the minimum college credits for hiring or obtain a bachelor's degree. To ensure consistency, we recommend correcting this language in the bill.
2. The bill states "prior to acceptance to the police academy," an applicant must complete a "prerequisite program" to develop competency in community services and social justice. We interpret this requirement as an additional education prerequisite that must be successfully completed before application. This is important because the Maryland Police Training and Safety Commission ("MPTSC") sets forth certain pre-hire requirements for police recruits prior to becoming a sworn officer, one of which is a mandatory background check prior to starting the police academy. The background check is only valid for a one year. Thus, an individual would need to successfully complete the prerequisite program before making application and going through the hiring process, which would include the mandatory background check. Therefore, we suggest that the phrase "prior to acceptance in the police academy" in line 42 be changed to "prior to application to the police academy."
3. The bill specifies that the educational program must consist of "30 credit hours" or their equivalent. A normal college semester consists of 12-15 credit hours, a program consisting of 30 credit hours would roughly equate to one year of full-time college course work. If that is the intent of the bill, it would be helpful to clarify.
4. Lastly, the bill notes that executive level officers and newly promoted sergeants must attend leadership classes with a focus on several areas. Much of this training has been provided by the department for nearly 15 years through the International Association Chiefs of Police Leadership in Police Organizations three-week course. Supervisors attend

various types of this training as well as supervisory in-service training annual for a variety of subjects as those described in the bill.





Marc Elrich  
County Executive

Marc P. Hansen  
County Attorney

OFFICE OF THE COUNTY ATTORNEY

MEMORANDUM

TO: Caroline Sturgis  
Assistant Chief Administrative Officer

VIA: Edward B. Lattner, Chief  
Division of Government Operations

FROM: Haley M. Roberts  
Associate County Attorney

DATE: November 8, 2021

RE: **Bill 17-21, Police – Community Informed Police Training**

County Bill 17-21 will require the Police Department to collaborate with local education partners regarding police cadet recruitment and police training and to provide continuing education of police officers. The bill appears legally valid, though we have some suggestions to improve clarity.

We suggest additional language to distinguish the Department's Cadet Program, which is limited to full-time college students who maintain a GPA of 2.0 or higher, from the police academy, which as the Bill notes, is the "entry-level training academy required by the Department for all prospective officers." Although some institutions refer to individuals who attend an academy as cadets (e.g., the Naval Academy), the Department refers to individuals attending the police training academy as "*police officer candidates*" or "*recruits*." The Department uses the term "*cadets*" to refer to college students participating in the Cadet Program. However, this terminology is not well known outside of the Department, and such nuances could cause confusion within the language of the bill, especially since the term cadet could appear to a lay person as referring to an individual attending the police training academy. Therefore, we suggest that the phrase "for college students" be added to the end of line 14. In addition, in line 33, "Cadet Program" might be a better catch line instead of "recruitment programs."

A critical component of the bill is the requirement that, "prior to acceptance to the police

academy,” an applicant must complete a “prerequisite program” to develop competency in community services and social justice. We interpret this requirement as an additional education prerequisite that must be successfully completed *before application*. This is important because the Maryland Police Training and Safety Commission (“MPTSC”) sets forth certain pre-hire requirements for police recruits prior to becoming a sworn officer, one of which is a mandatory background check prior to starting the police academy. The background check is only valid for a one year. Thus, an individual would need to successfully complete the prerequisite program before making application and going through the hiring process, which would include the mandatory background check. Therefore, we suggest that the phrase “prior to acceptance in the police academy” in line 42 be changed to “prior to application to the police academy.”

The bill specifies that the educational program must consist of “30 *credit* hours” or their equivalent. A normal college semester consists of 12-15 credit hours, a program consisting of 30 credit hours would roughly equate to one year of full-time college course work. If the Bill is meant to require a *30-hour* course, it should be amended.

Lastly, the bill has a requirement for continuing education, which does appear to be legally valid. However, of note, there are certain training requirements as set forth by the MPTSC and COMAR and any training would have to comply with those requirements established by the State of Maryland through its governing bodies and regulations.

Please let me know if you have any questions.

hmr

cc: Christine Wellons, Legislative Attorney  
Marc P. Hansen, County Attorney  
Dale Tibbitts, Special Assistant to the County Executive  
Marcus Jones, Chief of Police  
Tammy Seymour, OCA

21-003442

**Montgomery County Council**  
**Testimony of Dr. Sanjay Rai**  
**Senior Vice President of Academic Affairs, Montgomery College**  
**Public Hearing for Bill 17-21, Community Informed Police Training**  
**June 22, 2021**

Good afternoon, members of the Montgomery County Council.

Thank you for the opportunity to speak today in support of Bill 17-21, Community-Informed Police Training.

Gardez bein, or “guard well,” is worn on the sleeve of every police officer in Montgomery County. This important calling—to guard well—cannot be left solely to the brave men and women of Montgomery County’s police department. It takes all of us to ensure our community is a safe, healthy, and vibrant place.

At Montgomery College, we understand that our faculty and staff, who help educate and train the next generation of police officers, must do our part help ensure officers have all the knowledge, skills, and

abilities they need to succeed in guarding our community. That is why we joined in helping create this community informed police training.

With the heightened awareness of inequities in policing this past year, faculty began to review our criminal justice programs. We wanted to be sure our curriculum is relevant and includes the elements our community and police department needs. An array of faculty and staff began to think anew about the College's role in training and educating police officers.

We think that, in partnership with the County, this community-informed police training will help develop police officers with deeper competencies in race equity perspectives. Officers will hone skills in mediation, conflict resolution, de-escalation, and communication. Without question, this partnership would become a national model. And it will help Montgomery County be a safer place where all are "guarded well."

Thank you.



June 22, 2021

John D. Wilson  
Silver Spring, MD  
On Behalf of the Silver Spring Justice Coalition

**Testimony in Opposition to Bill 17-21 - Community Informed Police Training**

The Spring Spring Justice Coalition (SSJC) is a coalition of community members, faith groups, and civil and human rights organizations from throughout Montgomery County. We envision a state and county where community and individual needs for safety are met while harm by police is eliminated. SSJC opposes Bill 17-21, Community Informed Police Training.

We understand that the Bill will:

1. Require the Montgomery County Police Department (MCPD) to collaborate with local educational institutions to recruit cadets who reflect the community's diversity.
2. Require 30 hrs of training in "community service and social justice"<sup>1</sup> before acceptance to the police academy. Performance in the training would become part of the application process for the academy.
3. Require MCPD to collaborate and partner with local educational institutions for an unspecified amount of continuing education on related subject areas, including racial equity and social justice.

**SSJC opposes this Bill because there is no evidence that the type of training required by this Bill will lead to a reduction in harm caused by policing or to more racially equitable policing. Instead, SSJC favors spending County resources on non-policing efforts to reduce harms caused by police and improve safety and health outcomes for County residents.<sup>2,3</sup>**

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<sup>1</sup> Topics include racial equity and social justice; health and wellness; community policing; policing history; active listening and conflict resolution; and civic engagement.

<sup>2</sup> The bill does not mention how the training would be funded. We have been informed that the bill is intended to be revenue neutral. Even if funding is provided from the existing police budget, such a re-allocation does not meet the community's priorities. SSJC recommends a higher priority on existing funding to be re-allocated to data collection, more robust discipline, and training on changing the rules around how police interact with members of the public such as use of force protocols.

<sup>3</sup>The bill's requirement to reform recruitment to reflect the diversity of the community is not the subject of SSJC's opposition.

While SSJC believes that reducing contact between police and vulnerable community members is the best way to reduce harm, the little evidence that does support investment in training has a different focus from that contained in Bill 17-21: a combination of changing the rules around how police interact with members of the public and training officers in those rules. For example, a study in Seattle demonstrated that “a relatively minor supervisory intervention may cause substantive changes in how police and citizens interact with each other,” when officers receive training in procedurally just policing it can lead to a reduction in use of force of between 15% and 40%, depending on the situation.<sup>4</sup> That same study found that the procedurally just policing training did not impact community engagement.

In contrast, current literature and research reveals almost no evidence to support training to eliminate implicit bias<sup>5</sup> and change police culture through history and theories relating to equity, justice, and community engagement. As the County Executive’s Task Force on Reimagining Public Safety noted, “it is not enough to address bias ‘like a bad habit that can be broken.’”<sup>6</sup> (p. 59)

The Reimagining Public Safety Task Force report contains a number of other findings and recommendations that support SSJC’s position and suggest that Bill 17-21 will not move the County in the direction the community wants it to go.

- **Summary of Key Recommendations** - The Task Force recommends MCPD to seek out or develop a police training model that prioritizes problem-solving, crisis intervention, mediation and basic mental health triage as its core competencies. (Pg. 12). The type of training envisioned by Bill 17-21, does not fall within that scope. In addition, training is not mentioned at all in the Key Recommendation’s discussion of changing police culture. (Pg. 13).
- **Budget and Structure Recommendations** - In the Budget and Structure group’s discussion of how to reduce the use of force, the report notes that many training-related reforms are not evidence based and that, “[d]iversity or sensitivity training has not been shown to reduce use of force incidents, and in any case is already administered to all MCPD officers every three years, a process that has not reduced the number of racial bias cases.” (Pg. 24).

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<sup>4</sup> E. Owens et al., “Can you build a better cop?” *Criminology & Public Policy* (2018), Vol. 17, No. 1.

<sup>5</sup> “Training programs on implicit bias ... typically mix instruction, discussion and role-playing, [and] aim to help agencies reduce high-discretion policing and hold officers accountable for biased practices. But there’s no standardized curriculum—and experts say more research is needed to determine whether implicit bias training has a lasting impact and how such training can work alongside other agency reform efforts.” Zara Abrams, “What works to reduce police brutality,” *APA Monitor on Psychology* (October 1, 2020), Vol. 51, No. 7.

<sup>6</sup> The Task Force cites to the Federal Judicial Center, [Federal and State Court Cooperation: Effectiveness of Implicit Bias Trainings](#), which highlights research findings that suggest that “changing social environments may be more effective in reducing discrimination than attempting to change individual attitudes within a setting.” We interpret this to mean that it is more important to shift responsibilities away from law enforcement to other agencies or to change daily law enforcement practices through appropriate supervision.

- **Policing Program Recommendations** - Not one of the recommendations of this Taskforce focus group includes the type of racial bias, equity, history, and social justice training contemplated by this bill. The report notes the following:
  - ... there is little if any data supporting the success of attempts to change qpolicing culture or reduce harms via training despite how attractive those approaches are; as has been reported multiple times since George Floyd's killing, the Minneapolis Police Dept. had some of the best training in the country. Members of the focus group understand that there is a key challenge in seeking to address the issue of culture directly, and also training, because there was no data supporting the benefits of spending time and resources on culture and training in reducing harms caused by policing.

In addition, the Office of Legislative Oversight's Racial Equity and Social Justice Impact Statement for Bill 17-21 concluded that the bill is only likely to favorably impact racial equity and social justice if the bill is "executed as planned" *and* results in the intended "improvements in community policing practices among new and existing MCPD personnel." However, the RESJ Statement also concludes that, "there are few rigorous research studies that assess the impact of community policing training on police officer performance." The Statement goes on to note that, "[t]he general training literature . . . suggests that training can, "have positive impacts on learning, attitudes, and behavior, although impacts in general tend to be more pronounced on attitudes and knowledge than behavior." Thus, the RESJ statement acknowledges the absence of any evidence that the intended results of Bill 17-21 will actually come to pass.

Until there is sufficient evidence to support the conclusion that the type of training required by this bill will decrease harms caused by the police, SSJC cannot support it. Choosing to put any funding, even funding currently in the policing budget, towards training that does not reduce harm, deprives our County of much-needed funding in other areas that are known to decrease harm to our most vulnerable community members. For this reason, SSJC opposes Bill 17-21.

**Montgomery County Council**  
**Public Hearing on Bill 17-21 - Community Informed Police Training**  
**Testimony of Dr. Andrae Brown, professor of psychology, Montgomery College**  
**Tuesday, June 22, 2021**

Good afternoon, Members of the Montgomery County Council,  
and thank you for the opportunity to testify today.

My name is Dr. Andrae Brown and I am a professor of psychology  
at Montgomery College. I am here today to testify in support of the  
Community Informed Police Training, Bill 17-21

Over the past few years, the Montgomery College community has  
engaged in a deeper reflection on what it truly means to be the college  
of this diverse community. Montgomery College truly reflects its  
community with diversity of thought and perspectives as well as  
ethnicity, race, gender, and socioeconomic status. Because our  
institution is deeply rooted in the county, MC faculty and staff took  
pride in developing a plan to help further expand and deepen our  
community connections. We were pleased to be able to develop  
resources for the Montgomery County Police Department—training



and education to address some of the most pressing issues impacting America, including systemic racism, police violence, and the suppression of poor, Black, Brown, and marginalized people. We knew that this work could help *all* members of our community.

With this program, together, we can shift the texture and fabric of Montgomery County for generations. MC has about 600 students preparing for law enforcement and criminal justice careers with either with an associate's degree or plans to transfer and earn a bachelor's degree. About 3/4 of the students who graduate from MC stay in the county. We are a college of the community, right here in the community.

With this partnership, the College will extend the training of police recruits and officers, giving them access to education beyond the walls of the department. We will be able to share best practices, evaluate, and revise what a strong community-based police force looks

like while considering all of the perspectives in this community, strengthening accountability.

My mother once told me, “You got all that book sense; you better do something with it!” Implementing this partnership and training will allow us all to use our community’s collective “book sense” to create a transformational, stronger, and even better Montgomery County.

From: "richard kreutzberg" <kreutzbergrc@gmail.com>

Date: 5/24/2021 7:34:59 AM

To: "ocemail@montgomerycountymd.gov" <ocemail@montgomerycountymd.gov>, "county.council@montgomerycountymd.gov" <county.council@montgomerycountymd.gov>, "marc.korman@house.state.md.us" <marc.korman@house.state.md.us>, "peter.hermann@washpost.com" <peter.hermann@washpost.com>, "tips@capgaznews.com" <tips@capgaznews.com>, "ariana.kelly@house.state.md.us" <ariana.kelly@house.state.md.us>, "sara.love@house.state.md.us" <sara.love@house.state.md.us>

Cc:

Subject: JAWANDO'S 30 HOUR POLICE TRAINING BILL FALLS FAR SHORT OF THE NEED - AT LEAST 200 HOURS OF ANNUAL TRAINING ARE NEEDED

A bill sponsored by Montgomery County Council Member Will Jawando focuses on training. Before attending the county's police academy, candidates would have to go through a five-week, 30-hour training course. The program, which Montgomery College would help create, would include lessons on racial equity and social justice, community policing, policing history, active listening and conflict resolution and civic engagement

My Comment - If the Council members were to read the Hechinger report on police training in the United States they would learn that police training throughout the United States is recklessly obsolete and inadequate - both initially and on an ongoing basis. .

Riots in 143 U.S. cities took place last summer as the result of abhorrent examples of police undertraining - situations in which police used far too much force in situations where it could and should have been avoided.

To become a licensed barber in Maryland, a person must have 1,200 hours of training, but police officers in Maryland receive only 750 hours of training. Why do police officers, who are required to safely restrain violent offenders and defuse potentially deadly situations receive only 750 hours of training in Maryland? It seems to me they should get at least five times the amount of training required for giving haircuts - and in many countries they get that much training and more.

Why is Montgomery County - a wealthy and big government-loving high tax jurisdiction so reluctant to spend what it takes to have a first rate police force?

I think the answer is obvious - As a sanctuary county, Montgomery must care for tens of thousands of low skilled, non-English speaking migrants who have come to the U.S. for a better life and, frankly, to take jobs from low skilled black Americans. That costs a lot of money so there isn't much

left to provide for public safety in an adequate way. The neglect of adequate police training is has the total blessing of the Democrat party that falsely represents itself as "the best friend of black Americans." With friends like that who needs enemies.

It should also be obvious that the decision of the Montgomery County government NOT to honor police heroism during National Police Week can only be interpreted as a slap in the face aimed at County police officers who too often are demonized rather than honored by elected Democrat officials and the leftist press.

It saddens me that so many County residents take their police for granted and do not voice support for the training required to put forth a high level of professionalism in the County's police force. The county has changed a lot from the days when in grade school we were taught to voice our opinions frequently to government officials. Not long ago state senator Susan Lee asked me not to send her notes voicing my opinion on issues - a sign of the times if there ever was one.



DEPARTMENT OF POLICE

Marc Elrich  
County Executive

Marcus G. Jones  
Chief of Police

MEMORANDUM

TO: Darren E. Francke, Chief  
Management Services Bureau

FROM: Captain Ian W. Clark, Director  
Training and Education Division

Captain Dave Smith, Director  
Personnel Division

DATE: February 11, 2022

SUBJECT: Bill 17-21, Police – Community Informed Police Training

On November 15, 2021, Montgomery County Department of Police (MCPD) and Montgomery College (MC) participated in a Montgomery County Council Public Safety Committee work session, staff report reference Bill 17-21. As a result of that presentation, Captain Dave Smith, Director, Personnel Division and Captain Ian Clark, Director, Training and Education Division, met with staff from Montgomery College on November 19, 2021. The Captains, along with Sergeant Catherine Brewer and Corporal Scott Wheat, of our Entry Level Training Team (ELT), again met with staff from Montgomery College on December 21, 2021, and most recently on February 11, 2022, with the addition of Sergeant John Mullaney, Supervisor of our Cadet Program.

The consensus is that a partnership with Montgomery College is important and having training provided from outside instructors has benefits. The ELT training exceeds the Maryland Police Corrections Training Commission (MPCTC) requirements and these topics have also been covered throughout the Academy. Captain Clark has transmitted the Course of Instruction for ELT Session 73 for reference to the faculty of Montgomery College (the class that graduated on January 06, 2022). ELT Session 74 course of instruction is 1058 hours and is well above the MPCTC requirement of 750 hours. Ideally, the potential 30-hour course of instruction would fall at the end of entry level training so the recruits can apply what they have learned as well as the additional course of instruction from Montgomery College in a capstone project. This information

Public Safety Headquarters - 100 Edison Park Drive Gaithersburg, Maryland 20878  
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Memorandum to Darren E. Francke, Chief  
Bill 17-21, Police – Community Informed Police Training  
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is part of the recruits' training records. Finally, having a mandated 6-week, 5-hour block (30 hours) of instruction, prior to consideration for employment, would have an adverse impact on recruiting, as applicants are currently in school, have other employment, and may be outside of the area. Having this program be a prerequisite, for entry level training, will cause significant processing delays and may result in losing applicants to other agencies.

MCPD is in support of expanding the Cadet Program to 20 cadets. Our current cadet compliment is 8. We have one instructor that administers the Cadet and Explorer Program (35 participants), as well as being a part of the Field Training Evaluation Program. There are potential staffing challenges, more than simply doubling a program. Montgomery College is evaluating funding scholarships. The Cadet Program is a two-year program. In order to grow to 20, a two-year process is needed. Ten cadets in each year is optimal, as the first-year cadets will become advanced.

In consultation with Montgomery College, we will continue to focus on:

**Recommendation:** In addition to compensation received for employment by MCPD, provide cadets with tuition assistance/scholarships for up to four semesters of full-time coursework at Montgomery College.

- I. MC faculty, in consultation with MCPD's Training and Education Division, will prepare a cadet program recommended course sequence and curriculum for implementation in Fall 2022.
  - a. Cadets will pursue the Associate of Arts in Criminal Justice (Program Code 617).
  - b. Program requirements and a sample course sequence, including course descriptions, are attached. *See Proposed MCPD Cadet Advising Worksheet and Supplemental Course Descriptions*
  - c. In addition to criminal justice coursework, cadets will complete courses in ethics, health and wellness, sociological theories of crime, psychology, government, and career readiness.
  - d. Some programmatic flexibility will be provided for new cadets who have already completed credit-bearing coursework at MC or another educational institution or who have received credit for prior learning, such as Advanced Placement courses taken at MCPS (e.g., history, Spanish, etc.).

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Memorandum to Darren E. Francke, Chief  
Bill 17-21, Police – Community Informed Police Training  
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- II. MC and MCPD will pursue a partnership with the Justice, Law, and Society and Leadership in Law Enforcement programs at MCPS to serve as a recruiting pipeline.
- III. 30-hour Academy Capstone Course
  - a. In lieu of a 30-hour pre-academy training, MC and MCPD recommend a Capstone Course that occurs at the conclusion of academy training.
  - b. MC faculty, in consultation with MCPD's Training and Education Division, will prepare the 30-hour Academy Capstone Course curriculum for implementation at the end of the Fall 2022 academy class (approximately January 2023).

In closing, Officer Candidates who successfully complete the Capstone Course may earn credit for prior learning for CCJS 250: Seminar in Criminal Justice. We will continue to work with Montgomery College in partnership. Together we will create the best curriculum and benefits for each cadet's development, in the effort to continue the excellence that the Montgomery County Department of Police is known for.

Should you have any questions or need anything further, please do not hesitate to contact me. Thank you for your consideration.

IWC:tmc

# Progress Report Jointly Prepared by Montgomery College and Montgomery County Police

**Date:** October 4, 2022

**Re:** Status of 30-hour MCP Police Officer Training and Cadet Programs

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## Project Origination and Background Information:

In May of 2021, Montgomery County Councilmember Will Jawando introduced legislation mandating an array of additional training and education requirements for police officers and police officer candidates. The bill further requires that the Montgomery County Police (MCP) partner with local educational institutions to deliver the training, and Montgomery College has been identified as the primary MCP partner to satisfy this initiative.

Several months prior to the introduction of the legislation, MC faculty members from criminal justice, psychology, and history convened to discuss the viability of developing programming to support the Councilmember's goals, and the team indicated that while feasible, a project of this magnitude would require significant resources, including time, funding, a comprehensive needs assessment, and collaboration with MCP.

During worksessions, the Public Safety Committee expressed a desire for enhanced communication between MCP and other stakeholders. The Committee requested that MC meet with MCP to discuss the viability of a programmatic alternative to satisfy the objectives of the legislation. Those meetings began in Fall of 2021 and included discussion of a potential scholarship program for police cadets enrolled full-time in college in addition to the 30-hour training for prospective police officers. Although the initial report produced by MC frequently utilizes the term cadets when referring to the 30-hour training program, the term cadet is misused. The class of individuals to whom the 30-hour training applies is police officer candidates who are training to become sworn officers.

## Current Status of 30-hour Training:

After several meetings with MCP, the following aspects of the 30-hour training have been agreed to in principle:

- The training will occur at the end of the academy rather than as a prerequisite to acceptance in the academy. This modification addresses recruiting challenges encountered by MCP. Successful completion of the training, however, is a prerequisite to beginning field training.



- Because successful completion is a prerequisite to field training, there will be multiple points of assessment to determine mastery of the competencies listed below. The parties anticipate that the culminating assessment will be a group capstone project utilizing information from the training to propose solutions for a real scenario-based challenge facing one or more segments of the Montgomery County community. Routine opportunity for individual reflection regarding principles related to racial equity, social justice, constructive conflict resolution, and improved community relations will also be provided.
- The training will consist of 30 clock hours rather than 30 credit hours and will run for one week after graduation from the academy. If class sizes exceed 30 students, multiple sections may be necessary to facilitate the deep conversation, reflection, and participation envisioned by MC and MCP.
- When the training commences, participants will be police officers paid by the county and required to work a 40-hour week. If classes meet Monday – Friday for six hours each day, officers may use the additional two hours per day to complete assignments on campus at MC.
- An anchor faculty will be present throughout the week to liaise with MCP, oversee the training’s logistics, provide continuity of instruction, and support officers’ successful completion of training-related requirements. While the anchor faculty may assist with instruction, other subject matter experts, including MC faculty and community partners, will deliver instruction in their areas of expertise. The program seeks to be interdisciplinary and community-informed. Community listening and dialogue sessions are planned to aid in this objective, and training materials will include narrative components designed to facilitate diverse viewpoints and experiences.
- To the extent possible, the MC curriculum will complement and supplement the training provided by MCP during the academy. MC faculty have begun reviewing MCP training materials pertaining to the core competencies identified by the legislation in an effort to identify opportunities for improvement.
  - Regarding competencies, see page six of the bill introduction memorandum (§ 35-6B(c)(3)(A) – (F)). For related definitions, refer to § 35-6B(a) on page five.
  - Briefly, the following topics will be covered:
    - Racial equity and social justice
    - Health and wellness
    - Community policing
    - Policing history
    - Active listening and conflict resolution
    - Civic engagement
- Anticipated delivery of the first iteration of the training will occur in March 2023 at the conclusion of the fall academy class, contingent upon the provision of funding necessary to support a high-level, sophisticated training designed to serve as a national model. MCP will provide the names of participants as soon as practicable, and MC will strive to be flexible with scheduling.
- MCP instructors will be given an opportunity to take the course prior to delivery to the first academy class. Delivery to MCP instructors is anticipated to occur in late January or early February.
- A record of all training materials and instructor names must be retained in anticipation of future litigation involving MCP.

Although criminal justice faculty have brainstormed ideas related to assessment, curriculum, and instructors, criminal justice faculty reassembled an interdisciplinary workgroup to advance the goals of the 30-hour training partnership. The current internal workgroup includes faculty from criminal justice, history, and sociology. Regarding external vendors, Executive Director Christopher Page of the Conflict Resolution Center of Montgomery County has expressed interest in partnering with the college. CRCMC has contracted with MC previously and has previously delivered conflict resolution trainings to police departments.

Next Steps re: 30-hour Training Course Development (Note that these efforts are underway and will continue through the Fall 2022 semester.)

- Review training materials provided by MCP and identify materials that address the aforementioned competencies.
- Identify areas ripe for content-based additions or modifications.
- Request additional documents as necessary.
- Identify new materials, instructional delivery methods, and assessment tools specific to each competency.
- Design guiding structure and sequence of course.
- Collaborate with WDCE and senior leadership regarding budget development and county funding.
- Identify anchor faculty and other instructors, including external community partners.

#### Current Status of Cadet Program:

The cadet position is more exploratory and akin to a paid internship. Extensive progress has been made regarding the cadet program, and that initiative is supported by a separate MC/MCP workgroup. With the finalization of a Memorandum of Understanding and provision of county funding for cadet scholarships and services such as academic advising, program administration, and other wraparound supports, MC is prepared to host a robust cadet program to supplement the experience at MCP. Anticipated implementation of the cadet program is Fall 2023, which aligns with the MCP cadet recruiting schedule.

The following items have been completed regarding the cadet program:

- Identification of the degree-seeking program in which cadets will enroll.
- An intentional suggested course sequence that enhances the competencies addressed in the 30-hour training program.
- Preliminary development of a for-credit Community-Informed Policing Seminar course required for cadets that would include guest speakers from the community and field trips to sites such as the National Museum of African American History and Culture.
- Preliminary budgeting for scholarship and program administration costs.
- Preliminary discussion of criteria necessary to obtain and maintain scholarships.
- Preliminary identification of a cadet program coordinator.