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# Fair and Impartial Policing Assessment of the East Lansing Police Department

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**November 2022**

# Acknowledgements

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CNA acknowledges the support and assistance we received from the East Lansing Police Department (ELPD) in completing this assessment of fair and impartial policing. The input, experiences, data, and resources we received were invaluable to learning about the public safety practices and needs of East Lansing, compiling our findings, and making our recommendations. In particular, we would like to thank the following: Chief Kim Johnson, Deputy Chief Chad Connelly, Administrative Assistant Jan Rohn, members of ELPD who participated in interviews, and members of the East Lansing community who participated in the community listening session.

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# Executive Summary

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The ability of a police department to act in a fair and just manner is vitally important to creating internal and external trust, which in turn increases the perception of legitimacy by those who work for the department and those the department serves. Law enforcement agencies across the US have faced increased scrutiny from the public in the last several years, with the events of 2020 exacerbating already simmering community relationships.

The City of East Lansing, through a competitive bid process, selected CNA's Center for Justice Research and Innovation to conduct an assessment of fair and impartial policing in the East Lansing Police Department (ELPD). This report details the findings and recommendations of this assessment of the ELPD. The assessment team used a variety of sources, including policies, training records, administrative data, employee surveys, and interviews with ELPD personnel to assess the department. Throughout this report we identify both strengths and weaknesses of the ELPD's operations within the following areas:

1. Organizational Justice and Culture
2. Community Relations, Interactions, and Perspectives
3. Training and Technology
4. Traffic Enforcement
5. Use of Force and Complaints
6. Early Intervention System

In this executive summary, we present a summary of the findings of our assessment and a summary of the key recommendations offered to the ELPD and the city. We encourage interested individuals to read the details in the body of this report, where they will find detailed the supporting evidence associated with our 72 findings and 92 recommendations. See Appendix E for the full list of findings and recommendations.

Through review of policy, procedures, and practices, as well as collected and analyzed data, the assessment team discovered the following key findings:

## Summary of key findings

### ELPD Data

- The manual entry of information into the ELPD use-of-force report creates data inconsistencies.
- The ELPD does not collect all necessary information important to use-of-force events.

- The method ELPD uses to record information pertaining to uses of force does not allow for each specific combination of event, involved officer, type of force, sustained injuries, and involved community member to be assessed.
- Demographic information collected during a traffic stop cannot easily be connected to traffic stop information in the calls-for-service database.

### Organizational Justice and Culture

- Several ELPD policies appear to use boilerplate language that is not sufficiently tailored to ELPD.
- Several ELPD policies are poorly written.
- Some ELPD policies include language that serves as an accountability escape clause.
- Some ELPD processes rely on the discretion of the Chief of Police, which at times may be unnecessary or inappropriate.
- Morale among ELPD employees is reported to be low.
- About half of ELPD survey respondents feel that ELPD's procedure for investigating complaints is not a fair process.

### Community Relations, Interactions, and Perspectives

- ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) requires significant revision.
- ELPD Policy 400-11 (*Juvenile Matters*) predominantly focuses on processes and considerations for juvenile suspects and does not adequately explain processes and considerations for juvenile victims and witnesses.
- ELPD Policies 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) and 47-13 (*Social Networking/Social Media*) do not indicate whether ELPD operates any official social media accounts or what the protocols would be for the operation of such accounts.
- ELPD Policy 3-20 (*Civil Disorders*) requires significant revision. The current policy includes outdated practices and is not consistent with best practices.
- Several ELPD survey respondents noted that they often do not feel supported by community groups and local stakeholders.
- Trust between community and police could further be strengthened.
- The community perceives a disconnect between the ELPD and the City Council and Independent Police Oversight Commission.
- The ELPD staffing may not be adequate for the current requirements and future community initiatives.

## Training and Technology

- Less Lethal and Defensive Tactics are high liability and should be addressed separately in policy.
- The firearms training and assessment policy language is unclear, and it does not specifically state what encompasses the firearms training and assessment program.
- ELPD Policy 100-21 (*Annual In-Service Training*) has numerous areas that could use improvement and strengthening.
- Overall, ELPD Policy 300-22 (*Mobile Video Recorder*) does provide a framework for the department's operations but could be improved in areas such that would strengthen clarity for procedures related to transparency and accountability.
- Overall, many of the policies related to technology are vague and left room for ambiguity and alternative interpretation.
- Several ELPD survey respondents feel that training could be improved to help officers be prepared for some of the critical situations they face in the field.
- The East Lansing Diversity, Equity, Inclusion training provided at the City level by Truth & Titus was a missed opportunity for police staff.

## Traffic Enforcement

- ELPD Policy 300-26 (*[Traffic] Enforcement Options*) is very comprehensive and provides good direction to officers.
- White drivers accounted for the majority of traffic stops from August 2021 to July 2022, although Black drivers were the second-most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group of the driver.
- The amount of stops by race relative to the population indicates that Black drivers are stopped to a greater extent than White drivers; however, the "veil of darkness" analysis finds that Black drivers are stopped by a statistically nonsignificant magnitude of 1.08 compared to non-Black drivers. Furthermore, the risk of being stopped as a Black driver during the daylight portion of the intertwillight period is similar to stops for Black drivers made during the dark period, and this difference is not statistically different when compared to all other drivers.

## Use of Force and Complaints

- ELPD Policy 100-3 (*Complaint Intake and Management*) requires significant revision, as the policy does not adequately and clearly describe the complaint intake and management process.

- ELPD Policy 12-20 (*Response to Resistance*) positively emphasizes the sanctity of life and the importance of de-escalation, but the policy can go a step further.
- ELPD Policy 12-20 (*Response to Resistance*) problematically allows for the use of head stabilization.
- Eighteen percent of ELPD officers were involved in three or more complaints during the period analyzed.
- Twenty-two percent of ELPD officers were involved in 7.5 or more use-of-force events per year during the period analyzed.
- One-quarter of the use-of-force events involved disorderly conduct or a mental health investigation, while arrests that involved offenses against family and children, burglary/home invasion, and obstruction-type events each resulted in a use of force more than 50 percent of the time.
- The ELPD predominately uses low levels of force in its use-of-force events; 62 percent of the types of uses of force involved either a handcuffing, a control hold or takedown, or other physical contact. However, the other largest type of use of force, which accounted for 24 percent, was a weapon display.
- Black community members are arrested more frequently than would be predicted based on their proportion of the East Lansing population compared with White community members. Among those arrested, use-of-force levels were slightly elevated for Black community members compared with White community members. However, when controlling for event characteristics and demographics in more rigorous statistical analyses, these differences are not observed.

### Early Intervention System

- The ELPD's aggregate-threshold approach to its early intervention system (EIS) is overall reasonable given agency characteristics.
- Despite being considered wellness oriented, the ELPD's EIS approach has the potential to be considered disciplinary.
- The ELPD unnecessarily limits the input of officers' direct supervisors in evaluating and acting upon an EIS alert.
- The ELPD's EIS approach can be expanded to include a peer-comparison element.
- ELPD Policy 200-7 (*Early Warning System*) should be revised.
- The training on EIS focuses on the technical process of navigating the Guardian Tracking software.



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# Introduction

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A law enforcement agency cannot function effectively without both internal and external legitimacy. Internally, the agency must have buy-in and support from personnel, both sworn and civilian. Externally, the agency must be respected and trusted by the communities it serves and have strong partnerships with community-based and government bodies. Central to achieving both internal and external legitimacy is the practice of fair and impartial policing. The President’s Task Force on 21st Century Policing acknowledged the importance of fair and impartial policing in its final report (*President’s Task Force on 21st Century Policing, 2015*). The ELPD defines fair and impartial policing as the following:

*The expectation that members of the East Lansing Police Department will perform their duties in service of all persons irrespective of race, ethnicity, national origin, immigration/citizenship status, gender, sexual orientation, religion, economic status, age, cultural group, or any other identifiable trait.*

Recognizing the importance of fair and impartial policing, the City of East Lansing issued a request for proposals on March 3, 2021, seeking an independent consultant to ensure ELPD is using policies and practices that are consistent with fair and impartial policing. The City of East Lansing has a population of approximately 50,000 residents and is adjacent to Michigan State University (MSU). The primary public safety entity in East Lansing is the ELPD. The ELPD is led by Chief Kim Johnson and consists of approximately 49 sworn officers and 39 civilian personnel.

Through a competitive bid, the City of East Lansing selected CNA’s Center for Justice Research and Innovation to conduct this assessment of ELPD. The overarching focus of this assessment was on fair and impartial policing practices in the City of East Lansing. The City of East Lansing requested that the assessment team examine the policies and procedures of the ELPD with specific attention to traffic enforcement, training, and the implementation of an EIS. Through early conversations with ELPD personnel, the assessment team identified several areas relevant to fair and impartial policing, including organizational justice and culture; community relations, community interactions, and perspectives; training and technology; and use of force<sup>1</sup> and complaints. The goal of this assessment is to provide ELPD with actionable recommendations that support and foster fair and impartial policing practices. Findings and recommendations are listed throughout this report and are detailed in full in **Appendix E**.

To assess the department’s practices related to fair and impartial policing, the assessment team used a variety of sources, including policies, training records, administrative data, survey data of ELPD personnel, interviews with ELPD personnel, and a listening session with East Lansing community

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<sup>1</sup> In reviewing ELPD materials, the assessment team noted that ELPD uses both “use of force” and “Response to Resistance” in official documents and datasets. For the purposes of this report, the assessment team uses “use of force,” which is inclusive of “Response to Resistance.”

members. This final report contains seven sections. Each section of the report describes the findings and recommendations associated with the various methodological approaches used to assess the particular topical area of the section. The seven sections of the report are as follows:

- Section 1: Methodology and Approach
- Section 2: Organizational Justice and Culture
- Section 3: Community Relations, Interactions, and Perspectives
- Section 4: Training and Technology
- Section 5: Traffic Enforcement
- Section 6: Use of Force and Complaints
- Section 7: Early Intervention System

In addition, the report includes seven appendices. **Appendix A** lists all acronyms used in the report. **Appendix B** lists works cited in the report. **Appendix C** lists all documents reviewed by the assessment team. **Appendix D** lists specific policies reviewed by the assessment team. Throughout this report, we provide findings and recommendations related to these topics in an effort to help ELPD improve its use of fair and impartial policing practices. A full list of the 72 findings and 92 recommendations can be found in **Appendix E**. **Appendix F** provides descriptive statistics for ELPD staff survey items and dimensions. **Appendix G** provides group balance and regression tables to our use-of-force analyses.

# Section 1: Methodology and Approach

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The assessment team based our approach on the following guiding principles:

1. Evidence-based technical assistance with emphasis on academic research, documented lessons learned, and best practices in the field.
2. Multimethod assessment design, including a survey, interviews, a listening session, data analysis, policy and document review, and data analysis.
3. A commitment to conducting comprehensive reviews and applying best practices in police settings.

In this section, we describe each methodological approach used to conduct this fair and impartial policing assessment of the ELPD. When appropriate, we include findings and recommendations relevant to ELPD's sources of data at the time this assessment was conducted. The following key findings identified in our review of the ELPD's data are noted:

- The manual entry of information into the ELPD use-of-force report creates data inconsistencies.
- The ELPD does not collect all necessary information important to use-of-force events.
- The method ELPD uses to record information pertaining to uses of force does not allow for each specific combination of event, involved officer, type of force, sustained injuries, and involved community member to be assessed.
- Demographic information collected during a traffic stop cannot easily be connected to traffic stop information in the calls-for-service database.

## Document review

The ELPD provided documents requested by CNA that were identified as relevant to the topic areas of this assessment. These documents included policies and limited training materials. It should be noted that the ELPD was in the process of review and assessment of its policies by the Commission on Accreditation for Law Enforcement Agencies (CALEA) during the time period of this assessment. This means that our team may have reviewed policies that have subsequently been changed to be in line with CALEA standards. The CNA assessment team reviewed all provided documents and conducted a content analysis to determine whether written policies and procedures are consistent with national standards and best practices. To determine consistency with national standards and best practices, CNA relies on its work with hundreds of law enforcement agencies across the country. In addition, the assessment team references several sources of national standards and best practices, including the *Final Report of the President's Task Force on 21st Century Policing, Law Enforcement Best*

*Practices: Lessons Learned from the Field*, and the *Police Executive Research Forum's Guiding Principles on Use of Force*. Ultimately, the assessment team reviewed 32 ELPD policies. A list of the policies reviewed is available in **Appendix D**.

As mentioned, the assessment team also reviewed limited ELPD training materials. These materials included training policies, schedules, and budgets. The assessment team was also able to see the various types of external trainings that personnel have requested or participated in. The ELPD was not able to provide curriculums or lesson plans for trainings related to fair and impartial policing, which prevented the assessment team from commenting on the quality of these trainings.

## Early intervention system review

To advise ELPD on the implementation of an EIS, the assessment team evaluated the form and content that guides officers, supervisors, and the organization in carrying out the goals and intent of the EIS. Primarily, this involved reviewing the ELPD's policy on the EIS as well as the training received by ELPD members. In addition, the assessment team conducted an interview with the ELPD EIS administrator and a project consultant for Guardian Tracking, the company that developed the EIS application ELPD uses. During the interview, we were provided with a technical demonstration of the system, including a demonstration of how alert thresholds are set, how to navigate the system's various components, and the functions available to the different levels of reviewers. The interview was recorded, allowing us to go back and review the discussion in developing our findings and recommendations. The assessment team also reviewed existing research and best practices related to the operation of EIS to further inform our findings and recommendations. Findings and recommendations from this assessment are detailed in **Section 7**.

## Community listening session

CNA worked with the ELPD to contact community stakeholders and organizations representing a diverse set of perspectives and interests. The session was advertised via direct email to local community-based organizations and MSU, and it was posted on social media by the ELPD (Facebook) and on the City of East Lansing website. Participants in the session were self-identified East Lansing community members. There was no official representation from the city or the police department as the focus of the session was on receiving community input.

Forty-two community members registered to attend the event and 35 were in attendance. Four individuals contacted the Project Director to say they were unable to attend the listening session but shared their comments about the ELPD via email. In addition, six individuals provided written comments via email after the close of the session. While there were 35 participants, 14 individuals spoke during the meeting. Others contributed to the chat.

The session started at 7 p.m. on September 28, 2022, and concluded by 8:30 p.m., when there were no additional comments offered about policing in East Lansing. The host stayed in the session for an

additional 15 minutes after the close of the session to take additional comments, of which there were only two and not relevant to the topic.

The stated goals of the listening session were to hear from a cross-section of East Lansing residents about policing-related issues; to allow community members to hear from each other on their perspectives about local police; and to identify recommendations that the community has for the ELPD. After reviewing zoom technology and providing guidance on how the discussion should be approached, attendees were asked a series of questions. The discussion questions were:

- What are your overall impressions of the East Lansing Police Department?
- Do you believe the East Lansing Police Department effectively engages and seeks input from the community?
- Do you trust the East Lansing Police Department to be fair and impartial in their interactions with the community?
- What changes, if any, do you think should be made to improve trust with the community?
- What can or should be done to improve policing generally in East Lansing?

Attendees were encouraged to “raise” their digital hand to be called upon or to unmute themselves if they were having trouble with the hand raise, and to make comments in the chat. Information from the listening session is detailed in **Section 3**.

## ELPD staff interviews

In July and August 2022, the assessment team conducted voluntary interviews with sworn and civilian ELPD employees. These interviews explored the following topics: fair and impartial policing, community partnerships, training, ELPD culture, supervision and complaints, and community and interagency relationships.

The assessment team originally proposed to conduct 25 interviews total. In order to get a representative sample of employees, initial interview invitations were random and selected based on status (sworn or civilian) and rank (officer, sergeant, etc.). However, due to low response rates from the sworn employees, the interview invitation was eventually made to all sworn personnel at the rank of lieutenant and below.

In total, 16 interviews were conducted: 6 civilian employees and 10 sworn employees. To ensure the anonymity of the interviewees, the assessment team will not report on individual characteristics such as age, gender, or rank. Each interview included one interviewer and one notetaker from the assessment team. The assessment team reviewed interview notes from all 16 interviews to identify emerging themes. Findings developed from the interviews are detailed throughout the report.



## ELPD staff survey

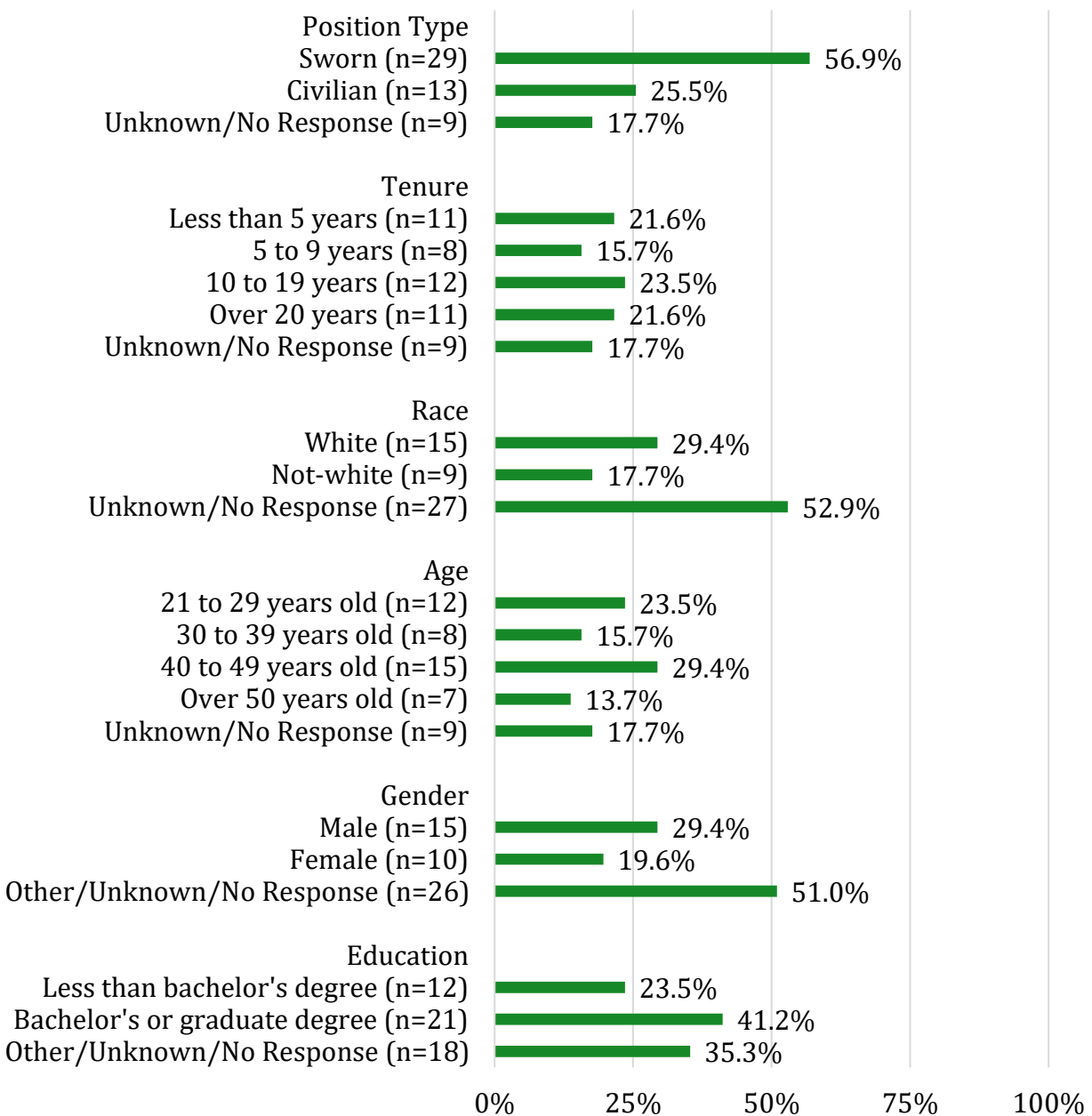
In March 2022, the assessment team administered a survey to ELPD employees. This survey provided an opportunity for members of the ELPD to confidentially share their thoughts and experiences relative to department practices and experiences with the community by answering 90 questions related to views of fair and impartial policing, organizational justice, support from East Lansing government officials, community perceptions and relations, and training.

The assessment team administered the survey via Checkbox, an online survey platform that allows for the administration and analysis of large-scale surveys. Prior to the survey release, ELPD employees received an introductory email on March 4, 2022, informing them of the upcoming survey and inviting them to participate. The email informed staff members that CNA was an independent research organization, that the survey was confidential, that their names could not be linked to their responses in the survey, and that no individual-level information would be provided to the ELPD or the city. The following business day (March 7), ELPD employees received an email with the embedded survey link allowing them to complete the survey. The survey remained open for one month, and three weekly reminders were sent to employees to complete the survey if they had not done so already.

At the time of the survey, the ELPD had 81 staff members, 45 of whom were sworn personnel and 36 of whom were civilian staff. Upon review of position titles, 62 ELPD employees were sent the invitation email to take the survey. This included all 45 sworn personnel, and 17 civilian staff members. The other civilian staff who were excluded from the survey included those in administrative assistant, crossing guard, and police cadet positions.

Of the 62 staff members who were recruited to take the survey, 54 entered the survey and responded to at least one question. For analysis purposes, three cases were removed that did not complete at least half of the survey items. As such, a total of 51 valid responses were examined, leading to an 82.3 percent response rate. **Figure 1** details the characteristics of survey respondents, including their position, tenure at ELPD, race, age, gender, and education level. Of note, more than half of respondents did not provide their race or gender. Nine respondents (17.65 percent) completed the survey but did not answer any demographic characteristics.

**Figure 1: Characteristics of ELPD survey respondents (n=51)**



**Table 1** details the descriptive statistics of the eight unique survey dimensions created from 83 survey items (see **Appendix F** for more details on dimension creation). Unidimensionality was assessed using principal component factor analysis and the Chronbach's alpha statistic. Items were averaged together, and scale normality was confirmed. Dimensions developed for this report include organizational justice; view of the public, self-legitimacy, views of support from institutional leaders, views on community relations, procedural justice, interactional justice, authoritative policing, and views on training.

The first dimension—*organizational justice*—was developed using 17 items from Wolfe & Lawson (2020). These items aim to measure employees’ evaluations of the fairness of their command staff and agency. Organizational justice is associated with a wide range of work-related outcomes among police officers. Response options fell on a four-point Likert scale, where 1 = Strongly Disagree and 4 = Strongly Agree. Results from this scale across respondent characteristics are detailed in **Section 2**.

**Table 1: Descriptive statistics of survey dimensions**

Survey Dimension	n	No. of items	M (SD)	Range	Cronbach’s alpha	Report section
Organizational Justice	51	17	2.47 (0.61)	1.19-3.59	.93	Section 2
Perspectives about the Community						
Views of the Public	50	10	2.38 (0.43)	1.20-3.10	.84	Section 3
Self-Legitimacy	49	8	2.47 (0.54)	1.00-3.63	.91	Section 3
Views of Support and Relations						
Support from Institutional Leaders	51	8	2.41 (0.77)	1.25-4.50	.89	Section 3
Views on Community Relations	45	10	3.80 (0.57)	2.40-5.00	.94	Section 3
Views of Fair and Impartial Policing						
Procedural Justice	49	9	3.47 (0.34)	2.50-4.00	.83	Section 3
Interactional Justice	48	4	3.22 (0.53)	1.67-4.00	.60	Section 3
Authoritative Policing	49	4	2.72 (0.52)	1.50-4.00	.50	Section 3
Views on Training	38	13	2.99 (0.50)	1.23-4.00	.92	Section 4

Two survey dimensions were developed that examined ELPD staff members’ attitudes and perspectives about community members. The first dimension, *views of the public*, captured respondents’ views about community member animus generally and toward the police. These 10 items came from Nix et al. (2020) and asked respondents to provide their agreement on such questions as “people treat police officers unfairly” and “I think that most people try to be fair.” Response options fell on a four-point Likert scale, where 1 = Strongly Disagree and 4 = Strongly Agree. This dimension has been shown to influence officers’ views of their own legitimacy. As such, an eight-item dimension was included in the survey to assess view of the staff’s *self-legitimacy*. These items—also from Nix et al. (2020), using the same response scale—asked the ELPD staff to rate their agreement with statements in how community members view the police in general and ELPD personnel. Higher values on these items indicate that the staff member felt that community members view the department and its officers as legitimate authority figures. Results from these scales across respondent characteristics are detailed in **Section 3**.

Two survey dimensions were developed that examined ELPD staff members’ attitudes and perspectives on how community members viewed them. The first scale examined respondents’ views of the support they have from local institutional leaders, such as the mayor, police chief, prosecutors, and so on. Research has shown that views of support from institutional sovereigns impact police officers’ job orientations (Matusiak et al., 2017). Questions asked the respondents to indicate how

often they felt, in their professional role, that they have support from key figures, with responses on a five-point Likert scale where 1 = Never and 5 = Always. Ten additional questions examined the respondents' perspective on the strength of the relationships the ELPD had with certain segments of the community. This dimension—*views on community relations*—asked respondents to rate relations with community groups from 1 = Very Poor to 5 = Very Good. Such groups included “people under 25 years old,” “African-Americans,” and “people experiencing homelessness,” among others. Results from these scales across respondent characteristics are detailed in **Section 3**.

Three dimensions were created using 17 items that focused specifically on fair and impartial policing. These items were developed from Nix et al. (2017) and attempted to measure respondents' views of how important it is to use procedural justice when interacting with community members. Procedural justice has been defined as the “fairness of the process through which the police make decisions and exercise authority” (Sunshine & Tyler, 2003). To develop and maintain legitimacy and public cooperation, community members are most concerned about the procedures through which legal behaviors operate (Tyler, 1990). Procedural justice includes officer behaviors such as allowing voice, providing understanding, being respectful, remaining neutral, and being helpful. An officer's fairness in how they handle a community member's problem strongly influences that community member's views of the encounter (Tyler, 2001; Tyler & Lind, 1992).

These were the only items in the survey that did not result in a single dimension when examined through a principal component factor analysis. Instead, three unique dimensions were identified. The first—*procedural justice*—combined nine items that measured aspects of procedural justice behaviors. The second used four items that focused more on interpersonal and informational justice, titled *interactional justice*. And the third dimension—*authoritative policing*—used four items that measured traditional aspects of policing that tend to be more authoritative. Responses for all these items used a four-point Likert scale, where 1 = Strongly Disagree and 4 = Strongly Agree. Results from these scales across respondent characteristics are detailed in **Section 3**.

The last measured dimension focused on staff's attitudes regarding their training. Survey respondents were asked 13 questions on whether they received a sufficient amount of training in their career to appropriately handle a multitude of job-related tasks. Responses to these items fell across a four-point Likert scale, where 1 = Strongly Disagree and 4 = Strongly Agree. Results from these scales across respondent characteristics are detailed in **Section 4**.

## Administrative data analyses

### Data

The ELPD shared a host of databases with the CNA assessment team, including data on its personnel, uses of force, complaints, calls for service, traffic stops, and juvenile and adult arrests. Most of these databases covered 2016 to 2021. Open-sourced Census data were also used in the analyses. **Table 2** details the specific databases where data were pulled from for the purposes of the assessment team's

review. Of note, two traffic stop databases were obtained. The first pulled traffic stop information from the department’s calls-for-service database. While these data were rich with information, they did not provide demographic information of the drivers who were stopped. As such, the assessment team made a special request for ELPD to provide demographic information of the stopped drivers, resulting in the second traffic stop database, which did not cover as long a time period but included crucial information needed for the analyses. This is described in more detail below (see Finding 4 and Recommendation 4).

**Table 2: Administrative databases used in quantitative analyses**

Database	Description	Time frame	Number of analyzed cases	Used in report section
Arrests	Juvenile and adult arrests	01/01/2016 to 11/16/2021	6,745 arrests	Section 6
Calls for service	All listed calls for service, including proactive activities by the police	01/01/2016 to 12/09/2021	187,334 events	Section 6
Complaints	All internal (department) and external (citizen) complaints toward officers	01/01/2016 to 12/31/2020	78 officer/community member pairings	Section 6
Personnel	List of sworn personnel	01/01/2016 to 12/31/2021	79 unique officers	Sections 5 & 6
Traffic stops 1	Recorded traffic stops within the ELPD’s calls-for-service database	01/01/2016 to 12/09/2021	109,493 traffic stops	Section 5
Traffic stops 2	Recorded traffic stops with driver demographic characteristics	08/01/2021 to 07/31/2022	2,865 traffic stops	Section 5
Uses of force	ELPD officer uses of force on community members	01/01/2016 to 11/16/2021	876 officer/community member pairings	Section 6

Raw data were reviewed and cleaned for analysis purposes. For traffic stops, data pertaining to passengers were removed (specific to the traffic stop database with demographic characteristics). All data were aggregated to the community member level. That is, each case involved a single community member who may have had one or more officers involved in their police interaction. This allowed the assessment team to better tally the number of community members who were directly involved in a policing event and assess the impacts associated with those direct interactions.

The use-of-force database required the most amount of cleaning. The raw data, submitted as an Excel file, listed some pertinent information, such as the date, time, officers involved, type of force used, community member demographics, and the reason force was used; however, a large amount of information important to uses of force were excluded from the dataset. For example, larger police departments or those that rely on use-of-force reporting software collect information on such things as each officer’s use-of-force report specific to each event, the initial reason for community contact and a more detailed reason why force was used, perceived weapons on the community member,

community member resistance levels, irregular behaviors of the community member (such as drug/alcohol impairment, mental/development disabilities, and physical disabilities), and the amount and type of sustained injuries by the officer and community member.

Furthermore, the way use-of-force data were collected made it not possible to link information to other information within an event. For example, **Table 3** below provides hypothetical data for a single use-of-force event involving three officers who used force against two community members. We can assess the event as a whole, knowing when it occurred, which officers were involved, what uses of force were used, and more. However, we cannot discern which officers were specifically involved with which community members, the specific use(s) of force that was used for each community member, or the combination of those three characteristics (which officer, which type of force, on which community member). The rule that was followed to clean the data formatted this event into two cases, one for each community member, which listed all the officers and uses of force for each.

**Table 3: Hypothetical data for a single use-of-force event**

Report No.	Date	Time	Officer	Type of force used	Community member's			Reason force used
					Race	Sex	Age	
###	MM/DD/YYYY	HH:MM:SS AM/PM	Officer Name 1	Weapon display	B	F	31	Poss. B&E in progress
			Officer Name 2	Handcuffing	W	M	20	
			Officer Name 3					

The use-of-force data included a total of 143 unique types of use of force, although many of these were simply due to spelling differences (e.g., “Wrist Lock” compared to “Wristlock”). The types of use of force were recoded into the following 12 categories, which are ordered from least to most serious:

1. Other/Unknown/Not detailed
2. Other physical contact (Fists, feet, etc.)
3. Other control hold/Takedown
4. Handcuffing
5. Chemical spray (e.g., OC/CS)
6. Taser (Display)
7. Taser (Deploy)
8. Taster drive stun
9. Special response team
10. K9
11. Weapon (Display)
12. Weapon (Discharge)

The weapon category combined all firearm types, such as less-lethal 40MM, rifle, and handgun. The less-lethal 40MM was included in this category because a community member is unlikely to distinguish a less-lethal weapon from a lethal weapon in the heat of the moment.

A total of 37 use-of-force events were removed from the provided database. Of these, 36 involved putting down an injured or dangerous animal, and 1 stated that there was no use of force and its entry was a mistake.

Once the use-of-force data were clean, a match procedure was conducted to connect use-of-force events to arrests. Using combinations of the officer, date, time, demographics of the community member, and crime, the assessment team was able to connect 478 of the 876 use-of-force events directly to an arrest record. It is unknown exactly why the other 398 use-of-force events did not have an identifiable arrest record, although it is possible that some of these cases pertain to incidents where one person connected to a use-of-force event was arrested but another person involved in the same event was not arrested.

**Finding 1: The manual entry of information into the ELPD use-of-force report creates data inconsistencies.**

Our review did not identify a documentation guide that would help standardize how use-of-force data are entered into a database. We observed that the manual entry of information created opportunity for information to be entered differently by case, thus increasing necessary data cleaning and the likelihood of errors in the use-of-force data. For example, officer names were inconsistent and had different spellings across use-of-force events. These data entry issues created multiple inconsistencies in the dataset, requiring significant data cleaning prior to any analyses. We recommend that the ELPD—at a minimum—create a documentation guide that details, step by step, how data are to be entered and provide definitions where appropriate. A better approach would be to implement a new use-of-force reporting system that automatically ensures data quality.

**Recommendation 1: The ELPD should either create a documentation guidebook that details data entry associated with use-of-force events or pursue the implementation of a new use-of-force reporting system that allows for better information entry, case tracking, review, analyses, and summary report creation.**

**Finding 2: ELPD does not collect all necessary information important to use-of-force events.**

The ELPD provided the use-of-force data in an Excel file that included manually entered information. The collected information includes the date, time, officers involved, type of force used, community member demographics, and the reason force was used. While this information is useful, a large amount of information important to uses of force are not included (such as perceived weapons on the community member, community member resistance levels, irregular behaviors of the community member, the amount and type of sustained injuries by the officer and community member, among other characteristics). Furthermore, the demographic information of the community members was inconsistent, resulting in large amounts of missing information. As such, we recommend that the ELPD develop a method to collect more information about use-of-force events.

**Recommendation 2: The ELPD should collect additional information about use-of-force events. This effort can be made certain by implementing a new use-of-force reporting system (see more below).**

**Finding 3: The method ELPD uses to record information pertaining to uses of force does not allow for each specific combination of event, involved officer, type of force, sustained injuries, and involved community member to be assessed.**

The information that is entered is done in a way that negatively affects the potential connections and analyses that are possible. The current method to document and record uses of force is inadequate to current standards that include automated data quality checks that all information has been entered correctly, allow for quick review or analysis, or provide reports on use-of-force information. We recommend the ELPD update its use-of-force reporting procedure by implementing a use-of-force reporting system that can better allow for information entry, case tracking, review, analyses, and summary report creation. For example, the IAPro software provides a set of applications that better collect, assess, and manage professional standards for supervisory officers compared with the current ELPD system.

**Recommendation 3: The ELPD should pursue implementation of a new use-of-force reporting system that allows for better information entry, case tracking, review, analyses, and summary report creation.**

**Finding 4: Demographic information collected during a traffic stop cannot easily be connected to traffic stop information in the calls-for-service database.**

As previously mentioned, the assessment team had to make a special request to collect driver demographic information connected to ELPD traffic stops. The assessment team determined through conversations with the ELPD that the calls-for-service data collect the date, time, and officer associated with a traffic stop that includes the unique identifying computer-aided dispatch (CAD) number, whereas another dataset documents date, officer, and driver race and gender without that CAD number. As such, the data from the two databases could not be connected to each other allowing for more detailed analyses (such as the veil-of-darkness analysis; see below). Eventually, the ELPD determined that they had a third database that included the necessary information, although data collected in that format only began in August 2021 and still did not include a CAD number. We recommend that the ELPD continue collecting traffic stop information in the newest method, but also include the CAD numbers so that cases can be connected to calls-for-service data.

**Recommendation 4: The ELPD should continue collecting as much information associated with traffic stops as possible, including the date, time, involved officer, reason for the stop, details on the stop, and demographic information of the driver. The ELPD should incorporate unique identifiers into these data, ideally the CAD number associated with calls-for-service data.**

## Analyses

Using the fully cleaned administrative datasets, this report provides descriptive information about policing events in East Lansing—specifically, those involving a traffic stop (**Section 5**) and citizen complaints and uses of force (**Section 6**). In addition to the descriptive information, the assessment



team conducted a veil-of-darkness analysis on traffic stops (**Section 5**), measurements of racial disparity in uses of force and arrests (**Section 6**), and a quasi-experimental approach called propensity score matching to analyze the characteristics associated with use-of-force incidents across White and Black race groups (**Section 6**). Additional information on the main statistical analyses is provided below.

### **Veil-of-Darkness Traffic Stop Analysis**

The assessment team conducted a sophisticated method to assess racial biases in traffic stops, known as a “veil of darkness” analysis. The underlying argument to support the veil-of-darkness analysis is that police officers are less able to see and identify the race/ethnicity of a driver prior to initiating a traffic stop during nighttime stops due to window reflection and car lights blocking their view. As such, there could be evidence of racial bias if more people of color are stopped during daylight hours when officers can better assess their race prior to initiating a traffic stop. Because the racial/ethnic composition of drivers may vary by time of day, the analysis is restricted to traffic stops that occur during the intertilight period, roughly between 5:00 p.m. and 9:00 p.m. Doing so creates a natural experiment that leverages seasonal variation in daylight to account for differences in travel patterns across groups of people.

The veil-of-darkness method was developed and first employed by Jeffery Grogger and Greg Ridgeway (Grogger & Ridgeway, 2006). Since the original analysis, the method has been fine-tuned and automated by RTI International’s Statistical Traffic Analysis Report tool (RTI, 2022). Taniguchi and colleagues created this tool, succinctly describing how the veil-of-darkness analysis “compares the racial distribution of motorists stopped during the intertilight period when it is daylight with the racial distribution of motorists stopped after dark during the intertilight period” (Taniguchi et al., 2017, pp. 424–425). RTI’s tool provides a quick and reliable way to enter traffic stop information and conduct the complex veil-of-darkness analysis.

Results are reported both with a significance test and as a risk ratio. The risk ratio is the average probability of being a member of the examined group during the light period and the average probability of being a member of the examined group during the dark period. A resulting ratio close to 1.0 indicates that the percentages of examined group traffic stops during light vs. dark intertilight compared to the reference group are acceptably close to one another, whereas a risk ratio much greater than 1.0 suggests possible racial disproportionality—that is, the examined racial group is more likely to be among those stopped during times when visibility is higher compared to times when visibility is lower.

### **Propensity Score Matching on Use of Force**

To analyze the characteristics associated with uses of force, the assessment team used a quasi-experimental approach called propensity score matching, which compares incidents that are otherwise extremely similar but differ in terms of the race of the involved community member (Rosenbaum & Rubin, 1983). In simplified terms, the propensity score matching method would attempt to match two similar arrests: one involving a White community member and one involving

a Black community member. This approach allowed us to examine differences by race on whether or not a use of force occurred during an arrest, while controlling for several important characteristics.

We conducted a propensity score match for Black community members using the following information to create an equal comparison group:

- The community member's age (under 18, 18–24, 25–34, over 35, unknown)
- The community member's sex (male, female, unknown)
- The initial reason for the contact:
  - Aggravated Assault, Homicide, & Robbery
  - Assist Another Agency
  - Burglary/Home Invasion
  - Court
  - Disorderly Conduct/Mental Health Investigation
  - Driving Under the Influence (DUI)
  - Liquor Law Violations
  - Narcotic/Drug Law Violations
  - Obstruct/Flee/Elude/Resist
  - Offenses Against Family and Children
  - Other Sex Offenses
  - Other/Unknown Offenses
  - Simple Assault
  - Traffic
  - Warrant
  - Weapon Violations

This procedure produced a group of White community members who matched the Black individuals based on the above list of variables. A relatively equal amount of Black and White community members were arrested in the examined time period; 2,700 arrests with Black community members and 3,059 arrests with White community members. To ensure that statistically equal groups were identified, approximately half of the Black arrest cases ( $n=1,200$ ) were randomly selected, and the 3,059 White arrest cases were used in the propensity score matching procedure to identify cases of White arrests that were statistically matched to the Black arrests. Propensity score matching with replacement was not used. Only one case was dropped from the Black sample as a result of not having a close enough match in the propensity score analysis.

Figures in **Appendix G** present the descriptive statistics of these variables and full regression models associated with the main outcome—whether a use of force occurred or not. Balance between the groups was assessed using the Cohen's  $d$  effect size and  $t$  statistics, also presented in **Appendix G**. Imbalance would be exhibited by Cohen's  $d$  in excess of  $\pm 0.20$  and a  $t$  in excess of  $\pm 1.96$ . The propensity score match models produced highly equivalent White comparison groups for the Black sample. Only one category of the age groupings indicated a minor degree of imbalance. As such, we determined that the comparison grouping with Whites was well balanced in its composition.

Because the two racial groupings for the analysis are otherwise similar, absent disparate treatment or bias we would expect to see both incidents result in the same outcome (i.e., whether a use of force

was used). Although propensity score matching cannot establish that racial bias exists with certainty, it provides stronger evidence than past techniques, such as correlational analysis or disparity indexes.

### Regression Models on Use-of-Force Characteristics

The assessment team also examined the full sample of use-of-force cases to identify characteristics that significantly relate to important outcomes associated with uses of force for each community member. The outcomes included the amount of use-of-force activities that were used on a community member during each event (Poisson regression); the number of officers involved during a use-of-force event per community member (Poisson regression); the most severe use-of-force activity a community member experienced during the event (linear regression); and whether the community member experienced a weapon being displayed or discharged against them during a use-of-force event (logistic regression).

**Table 4** details the descriptive statistics of these outcomes. The number of officers was determined by counting the number of officers listed per event in the use-of-force data. The amount of use-of-force activities was a measurement of the count of whether any of the following different use-of-force behaviors were present during the event. Similarly, the associated severity level that was examined is also detailed. Level 1 uses of force include other/unknown/not detailed; other physical contact (fists, feet, etc.); and other control hold/takedown. Level 2 uses of force include handcuffing and chemical spray (e.g., OC/CS). Level 3 uses of force include a display or deployment of a taser, taser drive stun, special response team, canine, and display or discharge of a weapon. Lastly, whether a weapon was displayed or discharged during a use-of-force event includes the following weapon types: tasers, less-lethal 40MMs, rifles, and handguns.

**Table 4: Descriptive statistics of administrative outcomes**

	n	Min	Max	M (SD)
<b>Outcomes</b>				
Use-of-force incident during arrest <sup>a</sup>	2,398	0	1	0.11 (0.32)
Number of use-of-force activities used <sup>b</sup>	876	1	4	1.18 (0.41)
Number of officers involved <sup>b</sup>	876	1	9	1.35 (1.05)
Most severe use of force used <sup>c</sup>	876	1	3	2.04 (0.85)
Taser or firearm displayed or discharged <sup>a</sup>	876	0	1	0.37 (0.48)

Note: Associated regression models: a = logistic regression; b = Poisson regression; c = linear regression.

## Section 2: Organizational Justice and Culture

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Though the concept is broad, organizational justice generally includes four elements: distributive justice, procedural justice, informational justice, and interpersonal justice. These four elements together stress the importance of fairness in all aspects of organizational operation. Studies have shown that organizational justice within law enforcement agencies is associated with several positive impacts, such as more positive attitudes from officers toward serving the public (Myhill & Bradford, 2013), greater compliance with department policies and procedures (Bradford et al., 2014), and lower levels of engagement in police misconduct (Wolfe & Piquero, 2011).

To assess organizational justice and culture within ELPD, the assessment team drew upon data collected from ELPD policies, a survey of ELPD personnel, and interviews with ELPD personnel. In this section, the findings and recommendations are divided into different parts based on the methodological approaches used. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding organizational justice and culture are noted:

- Several ELPD policies appear to use boilerplate language that is not sufficiently tailored to ELPD.
- Several ELPD policies are poorly written.
- Some ELPD policies include language that serves as an accountability escape clause.
- Some ELPD processes rely on the discretion of the Chief of Police, which at times may be unnecessary or inappropriate.
- Morale among ELPD employees is reported to be low.
- About half of ELPD survey respondents feel that ELPD's procedure for investigating complaints is not a fair process.

### Review of policy and procedures

**Finding 5: Several ELPD policies appear to use boilerplate language that is not sufficiently tailored to ELPD.**

Although there are many components of police operations and procedures that are similar across agencies, every agency still operates in a distinct environment that requires policies to be tailored to the needs and circumstances of each individual agency. These circumstances may include the agency size, budget, or organizational structure, among others. In reviewing 27 ELPD policies, the assessment team found that several ELPD policies appear to use boilerplate language that is not sufficiently tailored to ELPD. While the policies provided meet Michigan Association of Chiefs of

Police accreditation standards, they would be strengthened by adding specific details that are relevant to ELPD. Standard policy language can serve as a starting point for policy construction, but any standard language should be accurately adjusted to reflect actual operations of the department. For example, ELPD Policy 100-3 (*Complaint Intake and Management*) very generically describes the department's internal affairs process and lacks specific details on the process and the responsibilities of personnel involved in the process. Other ELPD policies that appear to use boilerplate language include Policy 200-7 (*Early Warning System*), Policy 300-1 (*Warrantless Searches*), Policy 300-3 (*Adult Arrests and Alternate Care*), and Policy 400-2 (*Criminal Investigation—Eyewitness Identification*). These policies either lack specific details related to ELPD processes or include boilerplate language that may not be applicable to the operations of ELPD or that is problematic to ELPD. For instance, Policy 400-2 (*Criminal Investigation—Eyewitness Identification*) includes procedures for "Live Line-ups." This type of content should only be included in the policy if this a procedure that ELPD uses.

In addition to the use of apparent boilerplate language, some ELPD policies also use language such as "The Department" throughout the policy. Although it may seem minor, personalizing the language by routinely referring to the "East Lansing Police Department" or "ELPD" signals to the reader that the particular policy has been carefully and thoughtfully crafted for the specific needs of ELPD.

**Recommendation 5.1: When using sample policy language as a starting point, the ELPD should ensure that policy language is sufficiently tailored to the processes of ELPD. Procedures that are not relevant to ELPD should be removed from policy.**

**Recommendation 5.2: The ELPD should consider revising its policies to ensure that all policies refer to the "East Lansing Police Department" or "ELPD" throughout the policy, rather than simply stating "The Department."**

#### **Finding 6: Several ELPD policies are poorly written.**

It is critical that police policies provide department personnel with clear instructions and directives. The specific language used in policy plays an important role in establishing expectations for personnel. In reviewing ELPD policies, the assessment team noted that many policies are poorly written. For example, some policies state that employees "are expected" or "should" perform some function. This language makes what is supposed to be required sound optional. This not only puts the department in a poor position but also puts individual personnel in a poor position. ELPD policies should clearly state that personnel "will" or "shall" perform a particular function rather than "are expected" or "should."

**Recommendation 6: ELPD should use language in its policies that state officers "will" or "shall" perform a function rather than language such as officers "are expected" or "should" perform a function.**

**Finding 7: Some ELPD policies include language that serves as an accountability escape clause.**

Good police policies can be hindered by the inclusion of language that acts as an escape clause. Such language can serve as an out or excuse for personnel who do not act according to policy, which may prevent a department from holding those who violate policy accountable. Escape clause language also detracts from the legitimacy of a policy. The assessment team noted several examples of escape clause language in ELPD policies. For example, in Policy 100-8 (*Fair and Impartial Policing*) when discussing actions that officers should employ to prevent the perception that enforcement-based contacts are biased, the policy states that officers should “if reasonable and appropriate, utilize the concepts and tactics learned through department sponsored non-escalation/de-escalation training sessions.” The use of the language “if reasonable and appropriate” serves as an escape clause for officers. ELPD should remove this language to make it clear that using de-escalation concepts learned in training is always expected.

In ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*), the policy describes the guidelines for information release after a critical incident. The policy states “Names of officers involved in department activity may be released to the media, except in situations when disclosure would be inappropriate, i.e., an officer’s safety or an investigation would be jeopardized.” This language similarly serves as an escape clause because the department can easily connect situations to officer safety or the integrity of an investigation. If the department does not plan to release the names of officers, then the policy should state that. Alternatively, the policy could state that the department will not release officer names until the investigation is complete.

**Recommendation 7: ELPD should revise policies that include “escape clause” language in order to be able to hold officers accountable who violate ELPD policy.**

**Finding 8: Some ELPD processes rely on the discretion of the Chief of Police, which at times may be unnecessary or inappropriate.**

The appropriateness of discretion by the Chief of Police is partially dependent on the situations in which such discretion is permitted. The assessment team noted two problematic instances in which ELPD processes rely on the discretion of the Chief of Police. First, Policy 100-3 (*Complaint Intake and Management*) allows the Chief of Police to determine whether an investigation should be initiated in all cases of complaints made against employees. Such discretion undermines the integrity of the internal affairs process. It also puts the Chief of Police in a vulnerable position and may induce claims of favoritism or bias from employees and the public. ELPD should investigate every complaint made against employees, and an allegation finding should be made at the conclusion of every investigation. The Chief of Police should be involved in the determination of any discipline that results from the investigation but should not be heavily involved in the investigation process itself. The policy also states that “The Chief of Police shall determine the disposition for all administrative and internal investigations.” This statement is problematic if it is referring to the finding of the investigation, as the finding will be determined by the respective investigator. If “disposition” refers to a decision on discipline, the policy should more clearly state this to avoid confusion.

The assessment team identified a second problematic instance of Chief of Police discretion in Policy 100-8 (*Fair and Impartial Policing*). The policy states that “At the discretion of the Chief of Police or his/her designee, an annual review shall be conducted to assess the department’s practices as they relate to impartial policing efforts.” The policy should state that an annual review either will or will not occur and should not rely on the discretion of the Chief of Police.

**Recommendation 8.1: ELPD Policy 100-3 (*Complaint Intake and Management*) should limit the role of the Chief of Police in complaints’ investigations to final decisions on discipline.**

**Recommendation 8.2: ELPD Policy 100-8 (*Fair and Impartial Policing*) should establish that a review of the department’s practices related to impartial policing efforts will be conducted annually.**

**Finding 9: ELPD Policy 200-6 (*Performance Evaluation*) relies on officers referencing collective bargaining agreements and does not adequately describe the performance evaluation process or the responsibilities of evaluators.**

Personnel performance evaluations are essential for organizational and officer accountability and growth. Performance evaluations are a dedicated opportunity for officers to receive constructive feedback from supervisors and appropriately address any deficiencies in officer performance. It is important for a performance evaluation policy to clearly explain the process for conducting performance evaluations, the criteria in which officers will be evaluated, and how the results of a performance evaluation will be used, among other considerations. The assessment team noted that ELPD Policy 200-6 (*Performance Evaluation*) relies too heavily on officers referencing collective bargaining agreements (CBAs) and does not adequately describe the performance evaluation process. Even if performance evaluation information is included in a CBA, that information should still be clearly explained in the particular policy. The current policy does not describe the criteria in which officers will be evaluated and does not explain the different findings that can result from a performance evaluation. In addition, the policy does not explain how the results of a performance evaluation will be used (e.g., promotion consideration) and any actions that will be taken if an officer is found to not meet standards.

**Recommendation 9: ELPD should revise Policy 200-6 (*Performance Evaluation*) by including specific information on the performance evaluation process from the CBA in the policy. If the policy references the CBA, the policy should reiterate what is stated in the CBA.**

**Finding 10: ELPD Policy 100-8 (*Fair and Impartial Policing*) is reasonable and can be strengthened with minor revisions.**

ELPD should be commended for having a dedicated fair and impartial policing policy. The existence of this policy affirms the department’s commitment to “unbiased, equitable treatment of all persons.” The policy includes a good definition section at the beginning, which defines “bias influenced

policing,” “fair and impartial policing,” “enforcement-based contact,” “reasonable suspicion,” and “probable cause.” Earlier in this report, the assessment team noted that ELPD should remove “escape clause” language from this policy. The policy could be strengthened in a few additional ways. For example, in describing supervisor responsibilities, the policy requires supervisors who identify an employee violating the policy to take immediate action and report it to the next level of the chain of command. However, there is no mention of the internal affairs process in circumstances where a supervisor identifies an employee violating the policy, examples of what such violations are, and how such violations will be investigated.

While the policy states that employees should “not question, detain, nor arrest any individual based solely on their immigration status,” the policy does allow employees to ask such questions if there is a “relationship to an ongoing criminal investigation.” Without any guidance as to what constitutes such a relationship, this statement is concerning. ELPD should describe the exact reasons why immigration status would be important to a criminal investigation in certain situations.

**Recommendation 10.1: ELPD should clarify the supervisor responsibilities and internal investigation process if an employee is found to have violated Policy 100-8 (*Fair and Impartial Policing*).**

**Recommendation 10.2: ELPD should specify in policy the reasons in which immigration status would be important to a criminal investigation in certain situations.**

**Finding 11: ELPD Policy 300-1 (*Warrantless Searches*) has the potential to have negative impacts on trust in the community.**

It should be noted that issues around warrantless searches are often large drivers of mistrust of police from the community. Community members may feel that they are stopped in their vehicle under the pretext of an equipment or registration violation, but that the officer’s true purpose for the stop is to search the vehicle. When probable cause has been established and a warrantless search is justified, the search should be made after providing written material that informs the driver why a search is justified and request they sign a copy to show that they understand why the search is being done. If probable cause has not been established and the officer is requesting consent from the driver for a search, the officer should obtain a signature of written permission for the search. The ELPD should begin to track searches that are given by consent and those established by probable cause to determine if the time required to conduct the searches is productive and produces contraband. The tracking should include race/sex and other identifiable characteristics of the driver to establish if there is disparity in vehicle searches across different community demographic characteristics.

We recommend that ELPD review ELPD Policy 300-1 (*Warrantless Searches*) and consider making revisions in areas that could promote impartiality and transparency. As the department reviews this policy, they should consider the effectiveness of warrantless searches and their impact on the community. The ELPD may find that having materials to share information on why a search is being



conducted, and a written consent search policy, can help improve trust in the community and build a better relationship with the community.

**Recommendation 11: ELPD should consider if they want to continue with warrantless searches or amend their policy to include a requirement for written consent.**

**Finding 12: The statement in ELPD Policy 300-5 (*Search Warrants and Strip Body Cavity Searches*) on protecting constitutional rights could be strengthened.**

This policy statement provides a comprehensive and detailed framework for officers to adhere to when conducting searches. Strong department policies provide comprehensive guidance and are also responsive to the priorities of their community to promote trust building. A major aspect of maintaining trust and legitimacy in law enforcement is continuing to evolve to the needs of the community and addressing those needs. It is essential that officers carry out their duties in a manner that respects an individual's rights and dignity.

There is a policy statement in ELPD Policy 300-5 (*Search Warrants and Strip Body Cavity Searches*) that refers to protecting constitutional rights, but this statement is limited. This statement could do more to provide the full scope of how the ELPD looks to protect the rights and privacy of people they search.

It is possible that there are members of the community who may feel that their constitutional rights are not being respected when they are being searched. The department should consider including a human dignity and respect statement to reinforce the ELPD position on respecting individuals' privacy.

**Recommendation 12: The ELPD should include a human dignity and respect statement that addresses the respect for privacy.**

**Finding 13: Having language on compliance with legal requirements and ELPD expectations is crucial to include in department policy about stops, searches, and arrests.**

Many departments are aware that there has been increased scrutiny on law enforcement practices in recent years. More communities have called for departments to focus more on improving impartiality and accountability in policing, particularly following incidents where officers behave excessively or inappropriately. More departments are adopting policy and training regarding the duty to intervene to prevent situations where an officer's behavior conflicts with the department's values or code of conduct. For department policies related to stops, searches, and arrests, having this language can be essential in guiding community interactions.

The department should consider adding "duty to intervene" language to guide officers in situations where legal requirements and policy are not being followed by fellow officers. Including "duty to intervene" guidance can enhance officers' ability to respond in situations that may escalate and put the officer, department, or community at risk. Having this type of language can help set clear

expectations for officers and reinforce the expectation for professionalism and integrity during community interactions.

**Recommendation 13: Department leadership should consider incorporating “duty to intervene” language into policy guidance.**

## ELPD staff perspectives

When asked about fair and impartial policing during interviews, most respondents used words like “transparency” and “treating the public properly and fairly” (nearly all respondents mentioned treating the public properly and fairly). Other responses included seeing a situation from another person’s perspective, behaving in a morally correct manner, and not allowing outside factors to influence their work.

Interviewees were also asked what the ELPD has done to advance fair and impartial policing. Nearly all respondents mentioned the citywide diversity, equality, and inclusion (DEI) training. Five respondents mentioned the fair and impartial policing policy, and a number responded that a separate fair and impartial policing training had occurred in the past and the topics are part of the annual training curriculum. Other responses included community engagement events, partnerships with religious organizations, work trips to the Jim Crow Museum (which were positively received), having social workers on staff, and the creation of the police oversight committee.

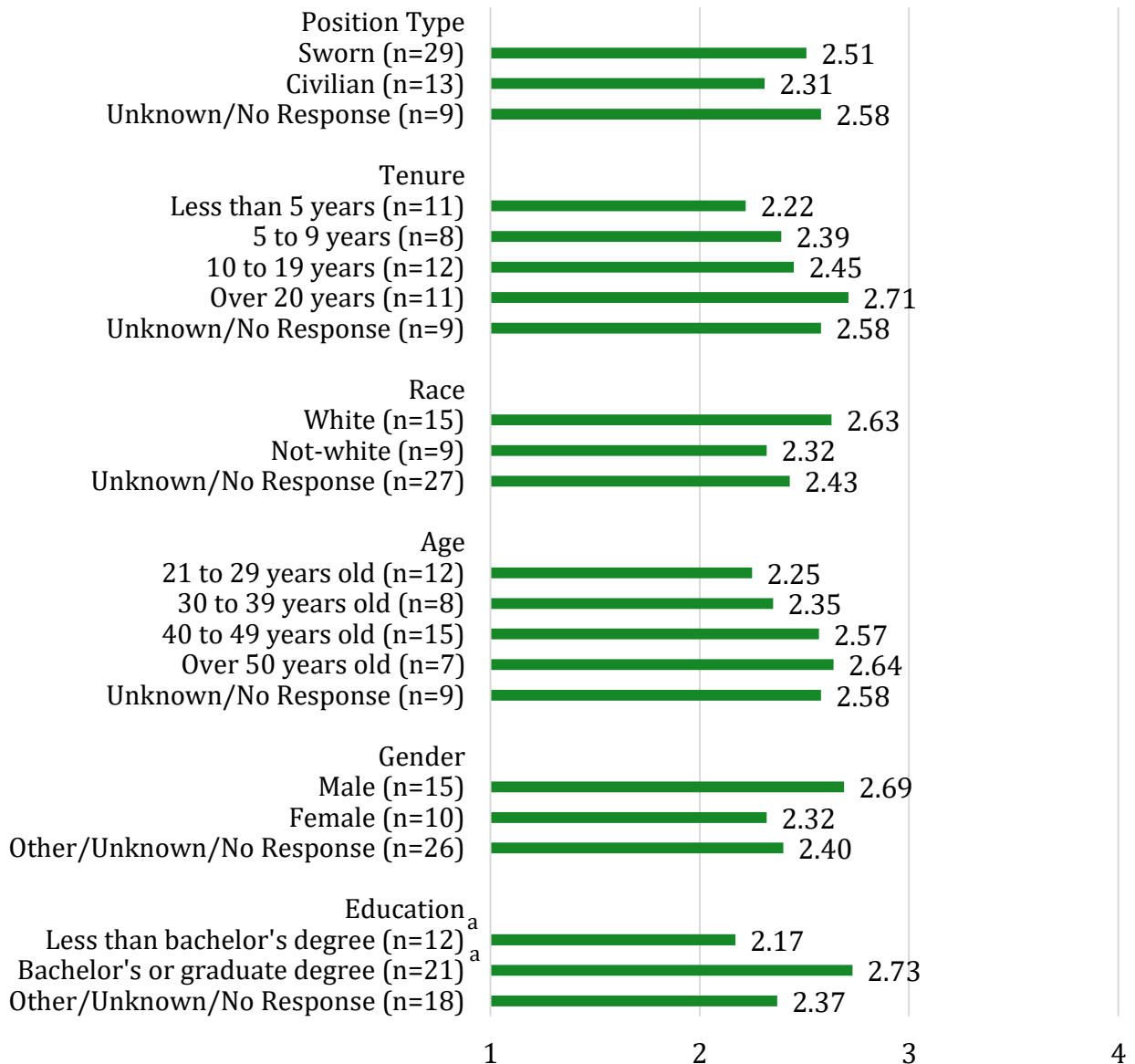
Interviewees were asked if East Lansing is a good place to work, and they overwhelmingly reported that it is, with several going so far as to say they love working in East Lansing and that a career at the ELPD has been great. A few interviewees offered a more mixed response to the question, with hesitation being due to changes in the culture of policing. When asked how to make East Lansing Police Department a better place to work, most responses focused on police morale. Other recommendations were to improve perceptions of the relationship with the Police Oversight Committee, as well as department leadership more generally.

Interviewees were asked about their perceptions of safety and wellness on the job. Staff reported that they had concerns, but they were normal for any policing job and that it’s not a major problem. Some comments about wellness included the perception that the public sees the uniform but not the human underneath it. Some employees complained that leadership isn’t supportive of the work they do, which creates stress and anxiety on the job. Suggestions to improve officer safety and wellness focused primarily on increasing the ELPD staff and cutting noncritical work. One interviewee suggested that critical incident debriefings could be beneficial to officer wellness.

**Figure 2** displays the values on the *organizational justice* survey dimension by ELPD staff’s demographic characteristics, for which higher values indicate more positive feelings of organizational justice and culture. The only significant difference within category groupings was by education. Those with a bachelor’s degree or higher had the highest views of organizational justice, especially when compared to those with less than a bachelor’s degree ( $p < .05$ ). Other notable—although nonsignificant—differences were among those with longer tenures and who were older,

both of whom had more positive views of organizational justice and culture than those who were newer to the job or younger. Items to this dimension can be found in **Table F.2** in **Appendix F**.

**Figure 2: Views of organizational justice, by respondent characteristics (n=51)**



Notes: Higher values on the scale indicate more positive feelings of organizational justice and culture.

a = Differences are significant at  $p < .05$  for matched categories within characteristic.

**Finding 14: While most ELPD employees feel the department procedures are communicated adequately, many do not believe all work procedures are fair and equal.**

In evaluating employee survey results on organizational justice, the majority of survey respondents (70.6 percent) agreed that the department procedures are clear and understood by the employees. However, while ELPD staff feel that procedures are communicated adequately, many *do not feel that*

*they are as clear on why certain decisions or changes are made.* For example, only 29.5 percent of survey respondents agreed that “ELPD policies regarding internal decisions (e.g., promotion, discipline) are applied consistently” and 70.5 percent agreed that “A desirable assignment in the ELPD is based on who you know.” Less than half of the respondents (42.6 percent) agreed that their opinions are not being taken into account when decisions are being made (“ELPD policies allow employees to have a say in internal decisions [e.g., assignment changes]”), which can lead to perceptions of not being heard and included in the process.

Regarding department policy and procedures, 51.2 percent of respondents said that ELPD's processes to investigate civilian complaints are fair, and 59.5 percent said policies and procedures to investigate internal complaints are fair. The ELPD should revise guidance and procedures in the internal and external complaint investigation process. Through incorporating feedback from officers, the ELPD can update their investigating procedures and publish the new guidelines for investigating complaints.

Interviews with employees confirm the survey findings. A number of employees agreed that policies and procedures regarding promotions, assignments, and discipline are sometimes vague, and there were informal anecdotes about both promotion and punishment being seen as unfair. Overall, three employees said the processes were unfair compared to five who thought they were fair. Two employees reported that processes are not transparent, and two others were unsure about fairness or transparency. Three employees reported that the processes used to be unfair but have been improved and are now fair.

Based on these responses, it appears that the current process for performance evaluation does not adequately address concerns of employees. The ELPD should re-evaluate their current performance review process as well as the processes for promotions, assignments, and discipline. Amending these processes in collaboration with ELPD employees can allow for the opportunity to hear employee perspectives while refining the process.

**Recommendation 14.1: The ELPD should review their existing performance evaluation process and reestablish a comprehensive performance review system in collaboration with employees.**

**Recommendation 14.2: The ELPD should work with employees to revise their procedures for investigating department and citizen complaints.**

## Section 3: Community Relations, Interactions, and Perspectives

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Community relations, interactions, and perspectives are directly tied to fair and impartial policing practices. It is in interactions with the community that fair and impartial policing is most important. These interactions refer to both enforcement and nonenforcement interactions.

To assess community relations, interactions, and perspectives, the assessment team drew upon data collected from ELPD policies, a survey of ELPD personnel, interviews with ELPD personnel, and a listening session with East Lansing community members. In this section, the findings and recommendations are divided into different parts based on the methodological approaches used. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding community relations are noted:

- ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) requires significant revision.
- ELPD Policy 400-11 (*Juvenile Matters*) predominantly focuses on processes and considerations for juvenile suspects and does not adequately explain processes and considerations for juvenile victims and witnesses.
- ELPD Policies 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) and 47-13 (*Social Networking/Social Media*) do not indicate whether ELPD operates any official social media accounts or what the protocols would be for the operation of such accounts.
- ELPD Policy 3-20 (*Civil Disorders*) requires significant revision. The current policy includes outdated practices and is not consistent with best practices.
- Several ELPD survey respondents noted that they often do not feel supported by community groups and local stakeholders.
- Trust between community and police could further be strengthened.
- The community perceives a disconnect between the ELPD and the city council and Independent Police Oversight Commission.
- The ELPD staffing may not be adequate for the current requirements and future community initiatives.

## Review of policy and procedures

**Finding 15: ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) requires significant revision.**

Responding to persons experiencing mental health crises has become commonplace for law enforcement agencies. In the last few years, the field has started to experience a shift to co-responder models in which both law enforcement and trained mental health professionals respond to certain incidents together. This type of model is consistent with the recommendation of the President's Task Force on 21st Century Policing (2015) that "Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors" (p. 44). Responding to persons experiencing mental health crises is unlike any other call for service that law enforcement responds to. Thus, a strong and clear policy is essential. ELPD's current Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) requires significant revision. First, the title of the policy, "Interacting with People Who Have Mental Illness/EIP," is outdated and does not reflect inclusive language. ELPD should consider changing the name of the policy to something to the effect of "Responding to Emotional/Mental Crisis" or "Responding to Individuals in Crisis." The definitions section included in ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) is also insufficient. The definitions section should include definitions for important terms, such as "Emotional Crisis," "Extreme Distress," "Positional Asphyxia," "Restraint Asphyxia," "Excited Delirium," and "Crisis Intervention."

There are several processes described in the policy that require clarification and additional details. For instance, when describing involuntary custody of a subject who is in need of a treatment facility, the policy does not indicate at what point the officer is no longer responsible for the subject. This needs to be clearly indicated in the policy. It is also unclear what the difference is between sections III.D and III.F, both which describe involuntary custody and treatment processes. Another area in the policy that requires clarification is in regard to the transportation of a person in protective custody. The policy does not indicate whether an officer can request EMT transport for commitment purposes if the subject presents no obvious injuries.

One component that is noticeably absent from ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) is crisis intervention training. The policy briefly describes training but provides minimal details on the type of training officers will receive. Further, the policy does not indicate whether those tasked with responding to persons experiencing mental health crises are specifically trained in crisis intervention.

**Recommendation 15.1: ELPD should consider changing the name of ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) to something to the effect of "Responding to Emotional/Mental Crisis" or "Responding to Individuals in Crisis."**

**Recommendation 15.2:** ELPD should collaborate with local mental health professionals and community groups to craft a policy that is consistent with best practices.

**Recommendation 15.3:** ELPD should expand the definitions section of ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) to include additional key terms relevant to responding to persons experiencing mental health crises.

**Recommendation 15.4:** ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) should include specific crisis intervention training requirements and should indicate that—as feasible as possible—only officers trained in crisis intervention will be permitted to respond to calls for service involving persons in crisis.

**Finding 16:** ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) does not include a “sanctity of life” statement and does not sufficiently emphasize the importance of treatment over arrest throughout the policy.

Similar to ELPD Policy 12-20 (*Response to Resistance*), the sanctity of life should be front and center in ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*). ELPD should include a statement at the very beginning of the policy reaffirming its commitment to protect and preserve human life. At the beginning of the policy, ELPD should also make it clear to officers that they are responding to situations that require treatment, and not necessarily arrest. Thus, throughout the policy, ELPD should reiterate language to officers to the effect of “Go slow, time is on your side if no danger to self or others. Think treatment, not arrest.” The inclusion of such language throughout the policy would indicate to officers and the community that the priority is the well-being of the subject in crisis.

**Recommendation 16.1:** ELPD should include a statement at the very beginning of ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) reaffirming the department’s commitment to protect and preserve human life.

**Recommendation 16.2:** ELPD should reiterate the goal of treatment over arrest throughout ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*).

**Finding 17:** ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) is too broad in its scope and includes disabilities that are unrelated to mental health.

In its current form, ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) includes content that is not relevant to mental illness. For example, the policy also addresses persons with a developmental disability, with mobility impairments, and with vision, hearing, or speech impairments. Other impairments and disabilities that are not related to mental health should be addressed in separate policies. Including them in the current policy implies that individuals with certain physical disabilities are to be treated similarly to individuals with mental health challenges.

**Recommendation 17: ELPD Policy 300-21 (*Interacting with People Who Have Mental Illness/EIP*) should be reserved specifically for responding to individuals experiencing mental health crises. Other impairments and disabilities should be addressed in separate policies.**

**Finding 18: ELPD Policy 400-11 (*Juvenile Matters*) predominantly focuses on processes and considerations for juvenile suspects and does not adequately explain processes and considerations for juvenile victims and witnesses.**

Juveniles are a protected population that require care and attention that is distinct from that of adults. ELPD may interact with juveniles who are suspects, witnesses, and victims, among other things. ELPD Policy 400-11 (*Juvenile Matters*) predominantly focuses on processes and considerations for juvenile suspects and does not adequately explain processes and considerations for juvenile victims and witnesses. First, none of the policy definitions address a juvenile who is a witness to a crime. The overall emphasis on juvenile suspects also creates a heavy enforcement tone to the policy. For example, the policy uses language such as “suspected of being a victim,” which makes the juvenile sound like a suspect rather than a victim. In addition, the policy states that the department “is committed to releasing juveniles from temporary custody as soon as reasonably practicable and to keeping juveniles safe while in temporary custody.” However, such a statement could be strengthened by including language stating that the physical and emotional welfare of juveniles is a priority for the department.

**Recommendation 18.1: ELPD Policy 400-11 (*Juvenile Matters*) should better explain processes and considerations for juvenile victims and witnesses.**

**Recommendation 18.2: ELPD Policy 400-11 (*Juvenile Matters*) should emphasize the department’s commitment to the physical and emotional welfare of juveniles who are in the department’s custody.**

**Finding 19: ELPD Policy 400-11’s (*Juvenile Matters*) processes for parent/guardian notification and presence could be improved.**

ELPD Policy 400-11 (*Juvenile Matters*) does include explanations of processes for parent/guardian notification and presence. However, the policy and processes could be improved. When describing the process for the custody of juveniles, the requirement for officers to notify a parent/guardian should be mentioned at the very beginning of the process. In addition, officers should be instructed that such notification should be done immediately and that all efforts to contact a parent/guardian should be documented.

The policy also addresses the presence of a parent/guardian during interviewing or interrogating. The policy stops short of requiring a parent/guardian to be present, and instead states “it is always a good practice to have a parent/guardian present.” ELPD should make the presence of a parent/guardian a requirement for interviewing. Doing so adds an extra layer of transparency to the



interview. ELPD policy should specifically state what the role of the parent/guardian will be during the interview, and those instructions should be provided to the parent/guardian.

**Recommendation 19.1: ELPD Policy 400-11 (*Juvenile Matters*) should emphasize the requirement for officers to notify a parent/guardian immediately when a juvenile is in custody at the beginning of the respective section in the policy. All efforts to notify a parent/guardian should be documented.**

**Recommendation 19.2: ELPD should make the presence of a parent/guardian a requirement for interviewing juveniles in custody.**

**Finding 20: ELPD Policies 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) and 47-13 (*Social Networking/Social Media*) do not indicate whether ELPD operates any official social media accounts or what the protocols would be for the operation of such accounts.**

Social media is one of the primary ways in which law enforcement agencies communicate and engage with community members. The ELPD appears to operate accounts on several social media platforms, including Facebook, Twitter, Instagram, and TikTok. However, ELPD's policies governing media relations and social media do not address department-operated social media accounts and the protocols for the operation of such accounts. There is also no mention of who within the department is responsible for operating social media accounts. ELPD should ensure that its policies appropriately address department-operated social media accounts. For specific considerations when crafting policy related to social media, ELPD can refer to the International Association of Chiefs of Police's social media considerations document (IACP, 2019).

**Recommendation 20: ELPD policies 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) and 47-13 (*Social Networking/Social Media*) should include specific guidelines regarding the operation of department-operated social media accounts.**

**Finding 21 : ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) appears to address only the release of information that would be considered bad or negative news.**

ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) governs the department's processes for interacting with the media and releasing information to the media about incidents. The policy also describes the primary responsibilities of the Public Information Officer (PIO). The policy states "The PIO prepares press releases on major crimes, major incidents, unusual events involving the police department, or have a direct impact on the community." While these are important situations for the PIO to address, they also all represent incidents that are negative in nature. In addition to keeping the public informed on these types of incidents, the department should be keeping the public informed about positive things that the department is doing, such as community events created and managed by the department. Reporting on positive

actions or results is important for maintaining a good image of the department and for strengthening relationships with the community.

**Recommendation 21: ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) should reference the release of information about positive things the department is doing. ELPD should not limit press releases just to negative news.**

**Finding 22: ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) problematically allows for any officer to respond to media inquiries at the scene of an incident.**

Interacting with the media requires special training and qualifications. Having untrained personnel interacting with the media can put both officers and the department in jeopardy. Although most of Policy 100-12 specifies that the PIO will be responsible for interacting with the media, the policy also states “Any officer may respond to media inquiries at the scene of an incident when duties allow.” This statement is dangerous, and officers who are not skilled or trained in media relations should not be responding to media inquiries. If the department wishes to have personnel in addition to the PIO responding to media inquiries, the assessment team recommends ELPD train Sergeants and above for such responsibilities.

ELPD Policy 100-12 (*Media Relations/Officer Involved Critical Incident Information Sharing*) also states “Bureau Commanders or Shift Commanders or PIO Designee will assume the responsibility for formal information release to the news media in the absence of the PIO.” However, the policy does not explain the situations in which the PIO may be absent. The policy should also state that anyone assuming the responsibility for formal information release must have received appropriate training.

**Recommendation 22.1: ELPD should allow only trained personnel to respond to media inquiries.**

**Recommendation 22.2: ELPD should consider training all personnel at the rank of Sergeant and above on responding to media inquiries so that they can do so in the absence of the PIO.**

**Finding 23: ELPD Policy 3-20 (*Civil Disorders*) requires significant revision. The current policy includes outdated practices and is not consistent with best practices.**

Responding to demonstrations is a critical component of police functions. Police are responsible for ensuring that demonstrations remain peaceful and orderly. An improper response to citizen demonstrations can have detrimental effects on community relations. ELPD’s current policy governing demonstrations requires significant revision. One policy is not sufficient for all of the material that is covered in ELPD Policy 3-20 (*Civil Disorders*). The ELPD should strongly consider separating ELPD Policy 3-20 (*Civil Disorders*) into three distinct policies: Crowd Management, Peaceful Protests, and Civil Disorder; Mobile Field Force Operations; and Incident Command.

Although these three policies will be closely aligned, it is still necessary to have distinct policies given the breadth and importance of each topic. Further, the inclusion of Mobile Field Force Operations in a crowd management policy implies that every demonstration will require this resource. A separate policy for Mobile Field Force Operations will also likely clarify the distinctions between the mobile field force (MFF) and the rapid deployment squad described in ELPD Policy 3-20 (*Civil Disorders*), which were unclear to the assessment team.

There are also components of ELPD Policy 3-20 (*Civil Disorders*) that are outdated or do not represent best practice. For example, when describing the organization of the mobile field force, the policy states that “At least four officers with one vehicle will be required to provide security for MFF vehicles when parked.” The policy goes on to describe other security measures for the MFF. These instructions represent outdated operations. Instead, ELPD should consider having MFF officers transported by van or city bus and dropped off at the specific location with the transport vehicle ready to pick up officers when needed. The transport vehicles should be equipped with water and snacks, and have room for officers’ gear bags. Ultimately, ELPD should be planning for prolonged incidents. ELPD Policy 3-20 (*Civil Disorders*) also describes the use of a convoy for transporting officers in the MFF. However, the use of convoys does not represent best practice. Convoys allow for crowd targets, require multiple drivers and security, and do not allow for quick removal if parked in column formation.

**Recommendation 23.1: ELPD should strongly consider separating ELPD Policy 3-20 (*Civil Disorders*) into three distinct policies for Crowd Management, Peaceful Protests, and Civil Disorder; Mobile Field Force Operations; and Incident Command.**

**Recommendation 23.2: ELPD should revise its crowd management policies by removing outdated operations and incorporating best practices for responding to demonstrations.**

**Finding 24: ELPD Policy 3-20 (*Civil Disorders*) would benefit from improved language and word choices throughout the policy.**

Every word in police policy matters. The language used conveys expectations to both personnel and the community. The language used in ELPD policies should always reflect the mission of the department. There are several instances throughout ELPD Policy 3-20 (*Civil Disorders*) in which improved language and word choices would strengthen the policy. For example, the current name of the policy is “Civil Disorders,” which inaccurately implies that every demonstration will result in disorder. The purpose and objective statements in the policy also use the word “tactical,” which similarly implies that all demonstrations will require a tactical response. When describing ELPD procedures during demonstrations, the policy explains ELPD’s role as monitoring the demonstration. ELPD should consider replacing “monitor” with “manage.” ELPD is not a bystander or an observer, but instead should be managing the crowd from the very beginning. Lastly, some language used in the policy can create confusion. For example, the policy states “Should the incident become other than non-violent....” The use of this language appears to be an attempt to sidestep simply stating “If

the incident becomes violent” and can result in confusion. ELPD should clearly state what it is intending to say in this situation.

**Recommendation 24: ELPD should carefully review the language and word choices throughout ELPD Policy 3-20 (*Civil Disorders*) and, where appropriate, make edits based on the suggestions described above.**

**Finding 25: ELPD Policy 3-20 (*Civil Disorders*) includes two separate sets of instructions for the use of force during demonstrations, which creates confusion.**

Section 3.4 of ELPD Policy 3-20 (*Civil Disorders*), which is toward the beginning of the policy, explains that any use of force used to restore order during a demonstration should be consistent with ELPD’s use-of-force policy. This is the only instruction stated in 3.4, and alone is insufficient guidance regarding the use of force. However, section 3.10 of the policy describes the progression of force directions in great detail. To eliminate confusion regarding the use of force during demonstrations, sections 3.4 and 3.10 should be combined and mentioned early on in the policy.

**Recommendation 25: To eliminate confusion regarding the use of force during demonstrations, sections 3.4 and 3.10 of ELPD Policy 3-20 (*Civil Disorders*) should be combined and mentioned early on in the policy.**

**Finding 26: ELPD Policy 3-20 (*Civil Disorders*) describes training for mobile field force personnel and rapid deployment squad personnel, but it does not mention specific training on responding to demonstrations and incident command for line officers and command staff.**

Responding to demonstrations requires specialized and regular training. The demonstrations that occurred throughout the country in the summer of 2020 revealed that many law enforcement agencies were not properly prepared. Training is one of the most important components of proper preparation. ELPD Policy 3-20 (*Civil Disorders*) mentions that initial and refresher training related to the mobile field force and rapid deployment squad will be conducted but does not describe any other types of training that officers will receive on responding to demonstrations, nor does it describe any type of incident command training that ELPD leadership will receive. ELPD needs to ensure that personnel are properly trained in areas such as engaging protest leadership to gather intel, de-escalation techniques for demonstrations, and proper usage of necessary equipment, among others. In addition, leadership should receive training on the National Incident Management System (FEMA, 2017). ELPD should explore having officers trained and certified by the Center for Domestic Preparedness, which provides no-cost training.

**Recommendation 26.1: ELPD should ensure that all officers receive regular training on responding to demonstrations. ELPD should explore opportunities for training through the Center for Domestic Preparedness.**

**Recommendation 26.2: All ELPD command staff should receive training on the National Incident Management System.**

## **Finding 27: Certain responsibilities in ELPD Policy 3-20 (*Civil Disorders*) are not assigned to the appropriate personnel.**

Command staff have an essential role in preparing for and managing demonstrations. ELPD Policy 3-20 (*Civil Disorders*) describes the early preparation processes for when ELPD becomes aware of a demonstration. Currently, the policy assigns certain tasks to a supervisor or “on-call administrator” that should be handled by the Chief of Police or other command staff. For example, the policy states that a supervisor will notify an on-call administrator after meeting with leaders of a planned demonstration. However, this notification should be made directly to the Chief of Police. Similarly, the policy explains that a supervisor will make contact with the City Attorney and Ingham County Prosecutor to advise them of the event. Again, this should be the responsibility of the Chief of Police, especially since there will need to be a discussion on how ELPD will manage the demonstration. The policy instructs the shift supervisor to meet with demonstration group leaders again, but this second meeting with group leaders should be led by a member of the command staff. In addition, the policy explains that if the demonstration becomes violent, the on-duty shift supervisor or Incident Commander should notify group leaders of violations. The policy also tasks the ranking on-duty supervisor with assessing whether current staffing levels and deployment of on-duty personnel are sufficient to handle the situation. Both of these tasks should be the responsibility of an Incident Commander or a member of the command staff.

**Recommendation 27: ELPD should ensure that responsibilities related to the preparation for and managing of demonstrations are assigned to the appropriate personnel, such as an Incident Commander or a member of the command staff.**

## **ELPD staff perspectives**

### **Perspectives about the community**

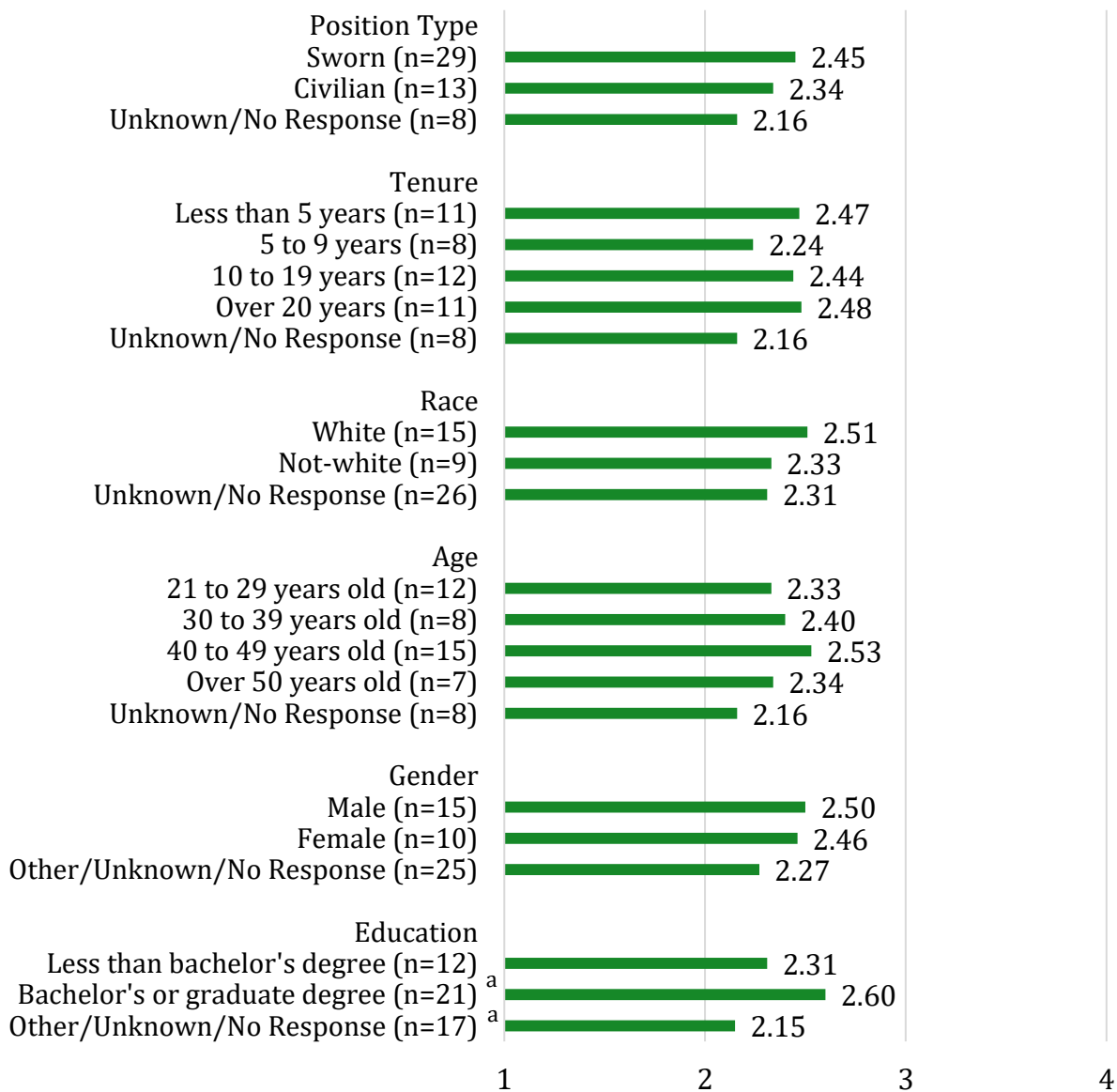
Survey results below focus on how the staff viewed the community by examining values of the survey dimensions *views of the public* and *self-legitimacy* by respondent characteristics, detailed in **Figure 3** and **Figure 4** below, respectively. Responses to individual items of these dimensions are detailed in **Figures F.3** and **F.4** in **Appendix F**.

In assessing how staff felt about the community, survey results show that many ELPD employees had relatively positive or neutral opinions about the community they serve. Sixty-eight percent agreed that community members could be trusted, and 77 percent agreed that community members try to be helpful in most situations. On the other hand, 96 percent stated agreement that community members treat the police worse than other government employees, and only 30 percent felt community members listen to the police before jumping to conclusions.

**Figure 3** displays the values on the *views of the public* survey dimension by ELPD staff’s demographic characteristics, for which higher values on the scale indicate more positive feelings toward the public. Staff who were 40 to 49 years old ( $M=2.53$ ,  $SD=0.46$ ) and those with higher education ( $M=2.60$ ,

SD=0.27) had the highest ratings, while mid-career staff with 5 to 9 years' tenure had the lowest scores (M=2.24, SD=0.40) among the known characteristics. Individuals who did not provide information about themselves had the lowest scores on the dimension within each characteristic. The only significant difference within category groupings was by education. Those with a bachelor's degree or higher had the highest views of the public, especially when compared to those who didn't report their education level ( $p < .05$ ). Other notable—although nonsignificant—differences were among sworn and White personnel, who had more positive views of the community than civilian and not-White personnel, respectively, but only slightly so.

**Figure 3: Views of the public, by respondent characteristics (n=50)**



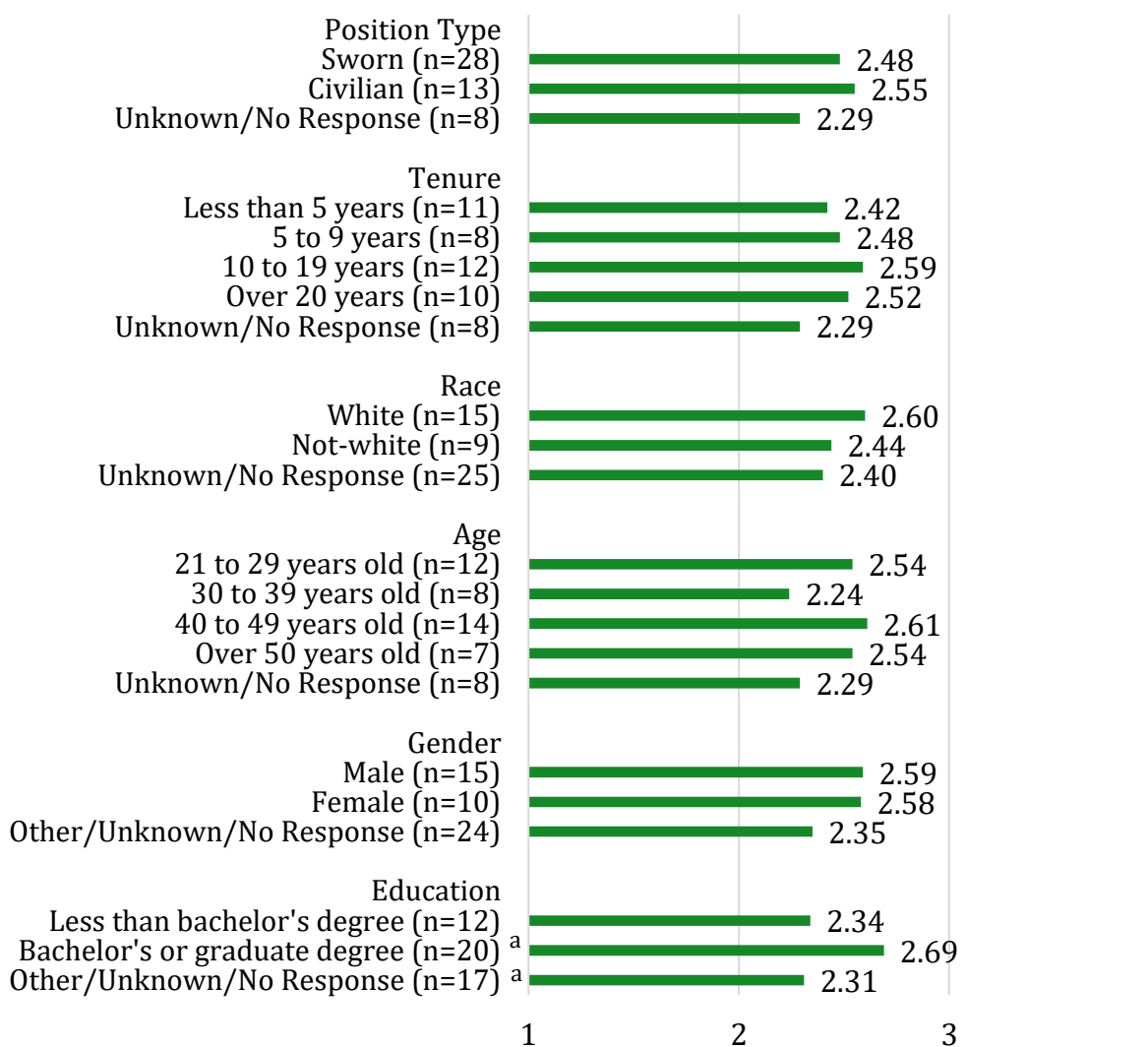
Notes: Higher values on the scale indicate more positive feelings toward the public.  
 a = Differences are significant at  $p < .01$  for matched categories within characteristic.

Opinions were more split on topics regarding perspectives by ELPD staff on how the community perceives ELPD's legitimacy. For example, opinions differed on whether employees felt that the community trusted the department to tackle crime effectively, with only 51 percent of ELPD staff agreeing that the community believed the ELPD could be trusted to make decisions that are right for the community and 57 percent of ELPD staff agreeing that the community believed the police do a good job tackling crime in the community. There were a minority of respondents (46 percent) who agreed that the community felt that department's rules and procedures are fair to everyone. On the other hand, 61 percent of ELPD staff felt that community members do feel an obligation to obey police officers, although 37 percent felt that community member saw them as corrupt.

**Figure 4** displays the values on the *self-legitimacy* dimension by ELPD staff's demographic characteristics, for which higher values on the scale indicate more positive views of the staff's own legitimacy in the community. Again, the only significant difference within a category was by education, where those with a bachelor's degree or higher ( $M=2.69$ ,  $SD=0.45$ ) had greater values on the scale compared to those who didn't report their education level ( $M=2.31$ ,  $SD=0.65$ ;  $p < .05$ ). Nonetheless, other nonsignificant findings are worth discussing. For example, civilian staff ( $M=2.55$ ,  $SD=0.46$ ) felt that the community viewed the department more positively than sworn staff felt ( $M=2.48$ ,  $SD=0.55$ ). Considering that civilian staff had slightly lower views of the community compared to sworn staff (as detailed in **Figure 3**, above), it is interesting that they believe the community views them more positively than sworn staff. Another nonsignificant difference worth noting is that White staff ( $M=2.60$ ,  $SD=0.42$ ) felt the community viewed the department more positively than staff who were not White ( $M=2.44$ ,  $SD=0.77$ ).

Employee interviews revealed that most respondents feel that relationships with the community are very strong and that officers are focused on having good relationships with the community they serve. Recommendations from interviewees about improving community relationships included better communication with the community and increased proactive community policing and other community-focused events.

**Figure 4: Self-legitimacy, by respondent characteristics (n=49)**



Notes: Higher values on the scale indicate more positive views of own legitimacy. a = Differences are significant at  $p < .10$  for matched categories within characteristic.

## Views of support and relations with the community

Responses to individual items regarding views of support from institutional leaders are detailed in **Table F.1** in **Appendix F**, while values on the dimension *views of support from institutional leaders* are detailed by respondent characteristics in **Figure 5** below.

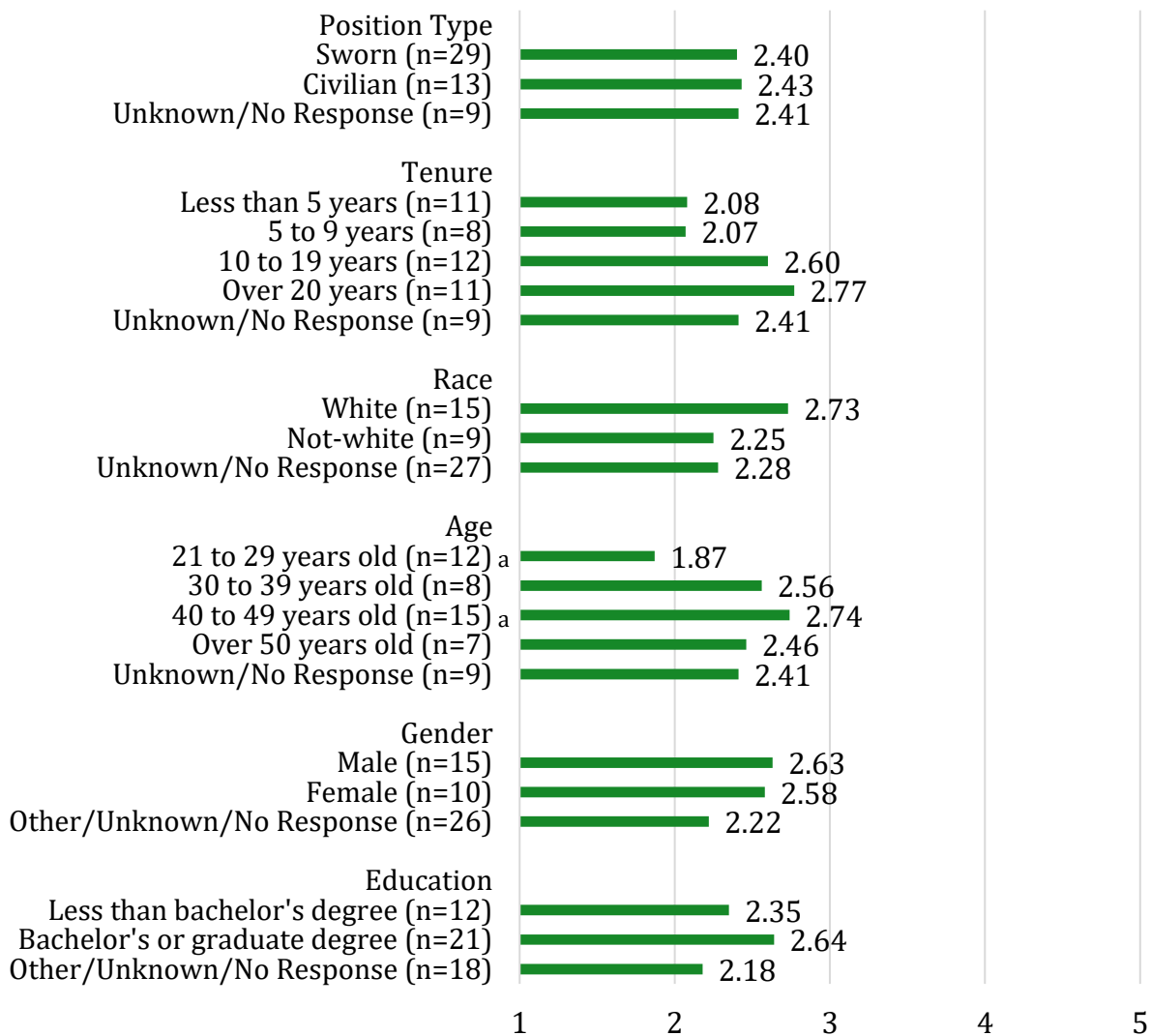
ELPD felt the least supported by the city council, with only 4 percent agreeing they have such support. Similarly, only 9 percent of ELPD staff agreed that they had support from prosecutors, while respondents viewed the highest amount of support (74 percent) from local judges. Second to judges was the police chief; however, only 18 percent of the staff agreed that the chief provides support. The chief was perceived as providing more support from civilian staff (M=2.69, SD=1.32) than from sworn staff (M=2.14, SD=1.09). ELPD staff had low perceptions of support from the remaining institutional



leaders (i.e., the mayor, city manager, state politicians, and federal politicians), ranging from 10 percent to 16 percent of the respondents agreeing that these leaders provided support.

**Figure 5** displays the values on the *views of support from institutional leaders* survey dimension by ELPD staff's demographic characteristics, for which higher values on the scale indicate feelings of greater support from institutional leaders. The only significant difference within category groupings was by age group. Individuals who were 40 to 49 years old (M=2.74, SD=0.80) had significantly higher values compared to those who were 21 to 29 years old (M=1.87, SD=0.39;  $p < 0.50$ ). Although nonsignificant, individuals with higher tenures had greater values on the dimension than those with shorter tenures, and White staff (M=2.73, SD=0.80) and higher-educated staff (M=2.64, SD=0.79) indicated feelings of greater support than non-White staff (M=2.25, SD=0.95) and lower-educated staff (M=2.35, SD=0.75). The perceived levels of support by position type and gender were similar.

**Figure 5: Views of support from institutional leaders, by respondent characteristics (n=51)**



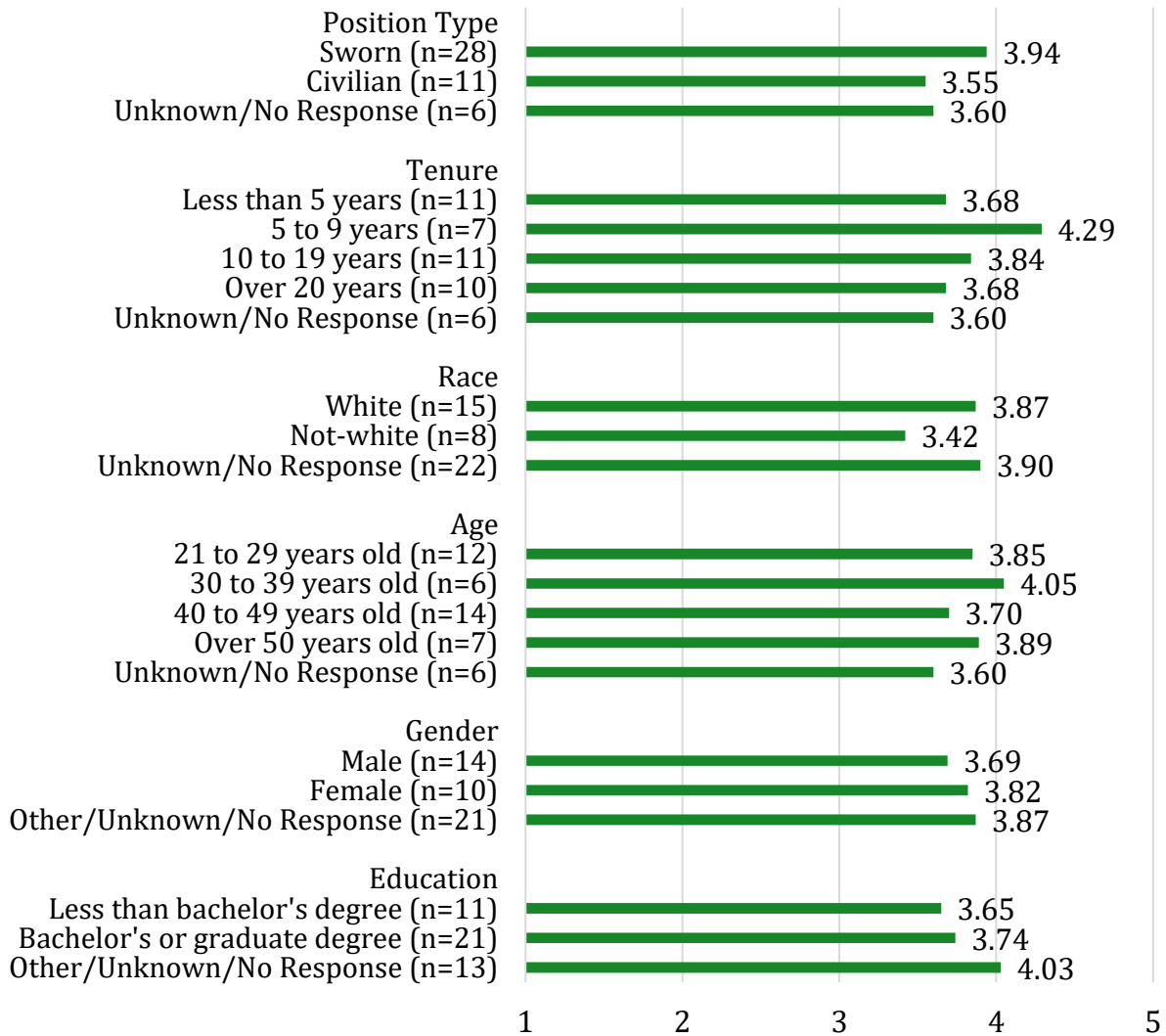
Notes: Higher values on the scale indicate feelings of greater support from institutional leaders.  
 a = Differences are significant at  $p < .05$  for matched categories within characteristic.

A different set of questions asked participants to rate the strength of the relationship the ELPD has with different segments of the community. Responses to individual items regarding views on community relations are detailed in **Table F.5** in **Appendix F**, while values on the dimension *views on community relations* are detailed by respondent characteristics in **Figure 6** below.

In regard to particular community groups, relations with the Black/African American community and people under the age of 25 were rated the lowest on the scale; however, 58 percent of respondents rated relations with these groups as good or very good. In comparison, 82 percent of respondents rated relations with the White and Hispanic communities as good or very good.

**Figure 6** displays values on *views of community relations* dimension by ELPD staff characteristics, for which higher values on the scale indicate more positive relations with the public. While the average of views of the community across all staff was relatively high ( $M=3.80$ ,  $SD=0.57$ ), there were segments of the staff whose perspective of the ELPD's relationships were much lower (although no significant differences were noted). For example, staff who identified as not being White had the lowest values on this dimension ( $M=3.42$ ,  $SD=0.50$ ), and the next characteristic with the lowest value was among those with less than a bachelor's degree ( $M=3.65$ ,  $SD=0.49$ ). On the other hand, staff with 5 to 9 years' experience had the most positive views of department relations ( $M=4.29$ ,  $SD=0.67$ ). In a more detailed examination, specifically on how staff by race viewed relations with the East Lansing Black/African American community, it was found that White staff ( $M=2.53$ ,  $SD=0.83$ ) had lower views of this relationship than those who were not White ( $M=2.86$ ,  $SD=0.99$ ). This same pattern was noted on views toward the Asian community ( $M=2.07$ ,  $SD=0.59$  for White staff, compared to  $M=2.50$ ,  $SD=0.76$  for not-White staff) and the Hispanic community ( $M=2.07$ ,  $SD=0.59$  for White staff, compared to  $M=2.29$ ,  $SD=0.49$  for not-White staff); but White staff rated their relationship with the White community ( $M=2.13$ ,  $SD=0.0.74$ ) only slightly higher than non-White staff did ( $M=2.00$ ,  $SD=0.53$ ).

**Figure 6: Views on community relations, by respondent characteristics (n=45)**



Note: Higher values on the scale indicate more positive relations with the public.

**Finding 28: Several ELPD survey respondents noted that they often do not feel supported by community groups and local stakeholders.**

When it came to assessing support and relationships with community groups and stakeholders, many of the survey respondents felt that the community treats the police worse than other government employees. ELPD survey respondents noted that they often do not feel that they often have support from their city council, prosecutors, or other local and federal politicians.

The ELPD should enhance their efforts to expand their partnerships in the community. This could include forming new community partnerships to meet with to understand the existing needs and how the department can improve services. ELPD should consider doing the same with city council members and local prosecutors in order to receive their perspectives and feedback.

Interview data confirmed survey findings; employees who were interviewed reported feeling that the police are not supported by the city council or the Independent Police Oversight Commission (IPOC).

**Recommendation 28: ELPD should prioritize building community partnerships and fostering better relationships with their community.**

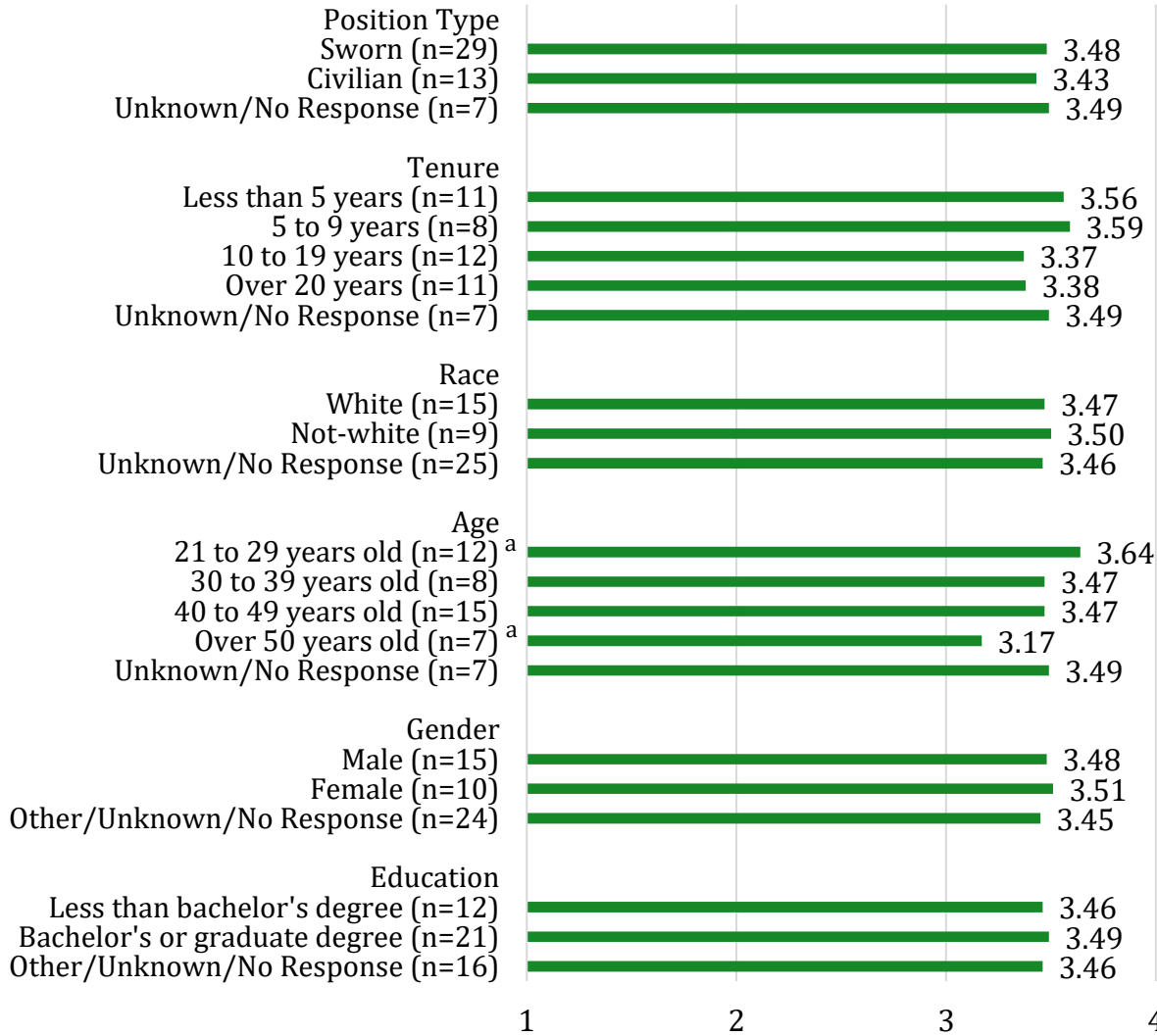
## Views of fair and impartial policing

Three dimensions from survey data were used to assess views of policing behaviors that fall within concepts around fair and impartial policing. Responses to individual items regarding behaviors associated with procedural justice, interactional justice, and authoritative policing are detailed in **Figures F.6, F.7, and F.8** in **Appendix F**, respectively, while values on the dimensions of those items are detailed by respondent characteristics in **Figure 7, Figure 8, and Figure 9** below.

There was broad support for the behaviors that were listed within the items for procedural justice, with close to all staff (96 percent or more) either agreeing or strongly agreeing with eight of the nine items. The item that had the lowest amount of agreement (although still with 90 percent of the respondents agreeing) stated that “members of the public should be treated with respect regardless of their attitude.”

**Figure 7** displays the value on the *procedural justice* survey dimension by ELPD staff’s demographic characteristics, for which higher values indicate more agreement with behaviors associated with procedural justice. Significant differences were noted by age, where staff who were older than 50 had the lowest values on the *procedural justice* dimension ( $M=3.17$ ,  $SD=0.39$ ), especially when compared to staff who were the youngest ( $M=3.64$ ,  $SD=0.21$ ;  $p < .05$ ). The other characteristics all had similar high values on the dimension.

**Figure 7: Procedural justice, by respondent characteristics (n=49)**



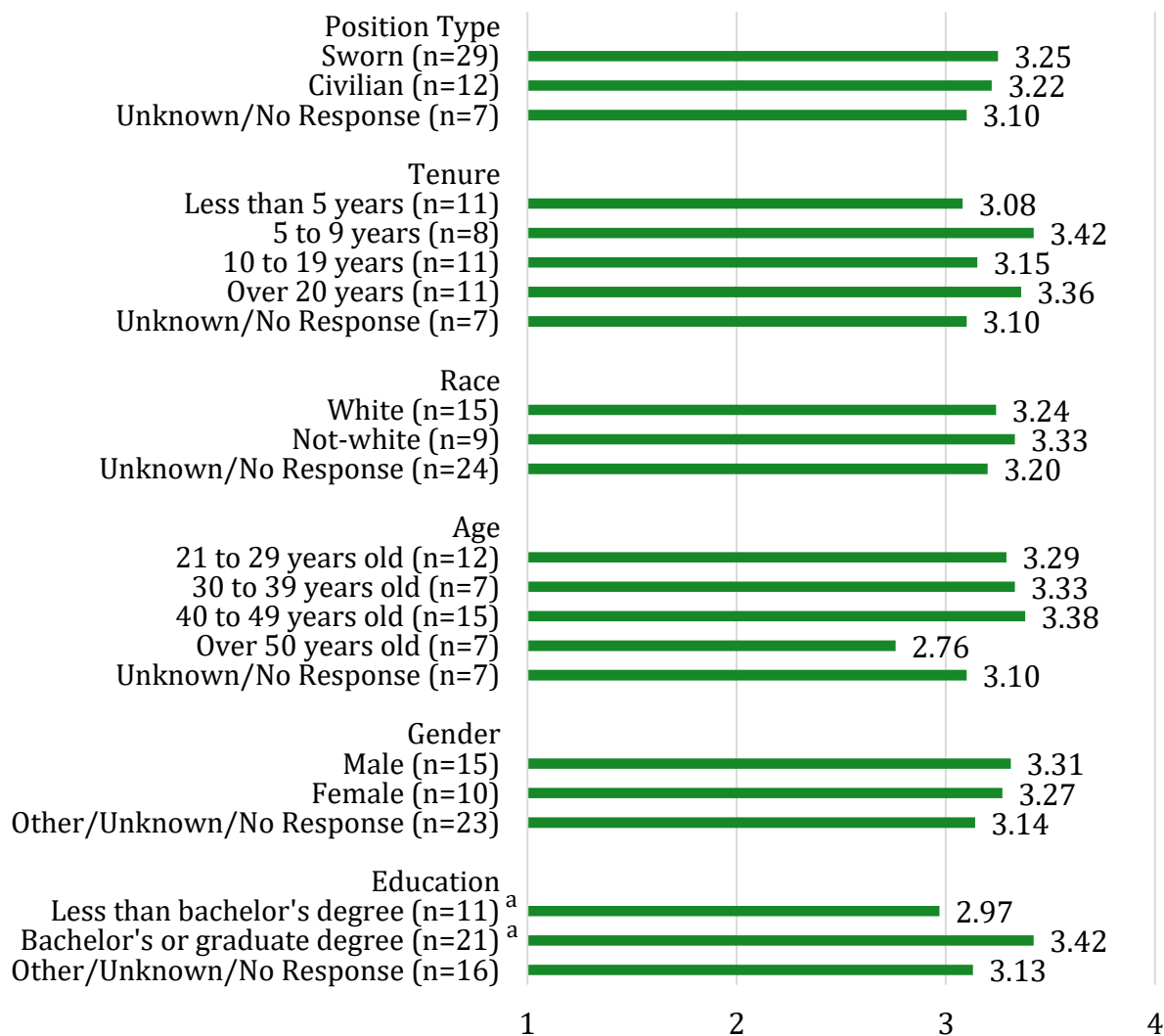
Notes: Higher values on the scale indicate more agreement with behaviors associated with procedural justice.  
 a = Differences are significant at  $p < .05$  for matched categories within characteristic.

More variance was observed on items that asked about interactional justice, which includes aspects of interpersonal and informational justice. For example, 64 percent of the respondents agreed that “police should allow members of the public to voice their concerns before the police make decisions,” and 73 percent agreed that police should stop and explain why they are treating members of the public a certain way. On the other hand, the vast majority of respondents (96 percent) agreed that it is important for officers to appear neutral in their application of legal rules.

**Figure 8** displays the value on the *interactional justice* survey dimension by ELPD staff’s demographic characteristics, for which higher values indicate more agreement with behaviors associated with interpersonal and informational justice. Marginally significant differences were noted by education level, where staff with a bachelor’s degree ( $M=3.42, SD=0.36$ ) had higher values than those without a degree ( $M=2.97, SD=0.60; p < .10$ ). Although not significantly different from

other groupings, it is worth noting that staff who were over 50 years old ( $M=2.76$ ,  $SD=0.71$ ) scored lowest on the *interactional justice* dimension.

**Figure 8: Interactional justice, by respondent characteristics (n=48)**

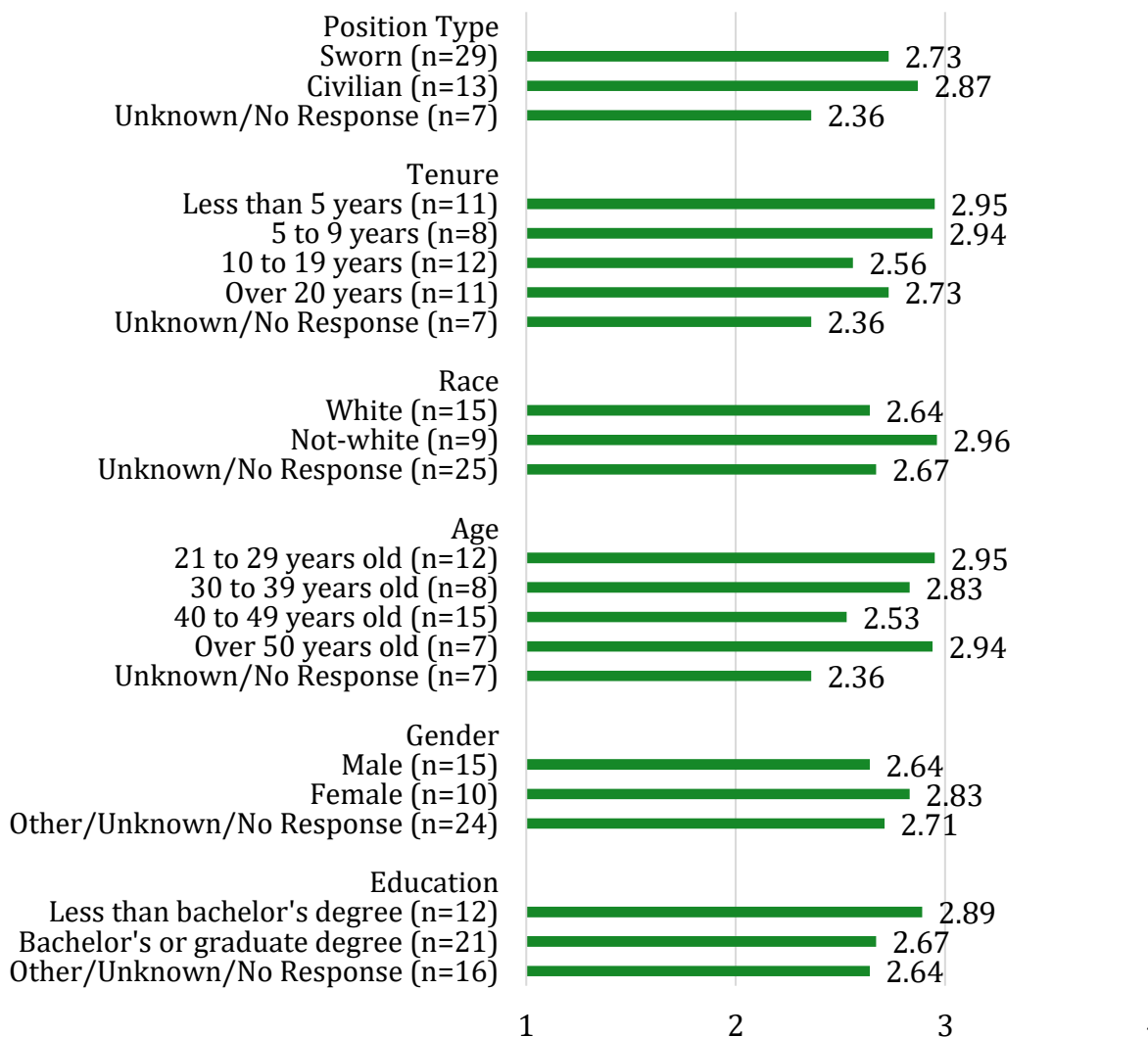


Notes: Higher values on the scale indicate more agreement with behaviors associated with interpersonal and informational justice. a = Differences are significant at  $p < .10$  for matched categories within characteristic.

Finally, the items on authoritative policing focused on more traditional aspects of policing that tend to be more authoritative. These items generally had lower means and agreement than those on procedural justice and interactional justice. For example, only a third of the staff agreed that “community members will never trust the police enough to work together effectively,” and half the staff agreed that letting members of the public “talk back” only encourages them to get angrier. On the other hand, more staff members agreed with authoritative behaviors, such as 79 percent of the staff agreeing that it is more useful for an officer to be aggressive than courteous in certain situations, and 72 percent agreeing that “prioritizing respectful treatment of community members can sometimes impede officer safety.”

**Figure 9** displays the value on the *authoritative policing* survey dimension by ELPD staff's demographic characteristics, for which higher values on the scale indicate more agreement with behaviors associated with authoritative policing. No significant differences were observed; however, it was interesting to find that civilian staff (M=2.87, SD=0.65) rated higher on the *authoritative policing* dimension than sworn staff (M=2.73, SD=0.44). Lower scores were observed on the *authoritative policing* dimension the older and further into their career a respondent was, except for the oldest staff which had values similar to the youngest staff (M=2.94, SD=0.40). Also interesting was that female staff (M=2.83, SD=0.65) scored higher on this dimension than male staff (M=2.64, SD=0.47). Staff with a lower education (M=2.89, SD=0.46) scored somewhat higher than the other educational groupings (for example, those with a bachelor's degree: M=2.67, SD=0.58).

**Figure 9: Authoritative policing, by respondent characteristics (n=49)**



Note: Higher values on the scale indicate more agreement with behaviors associated with authoritative policing.

## Community perspectives

As discussed in **Section 1**, a community listening session was convened on Wednesday, September 28, 2022. Responses to the questions asked of East Lansing community members are detailed below.

### ***What are your overall impressions of the ELPD?***

Some respondents were very positive about police in East Lansing and offered examples of positive police interactions. A few respondents described negative interactions with police but were not negative about policing in general. A common response to this question was that police are hindered by lack of staffing and lack of trust on the part of the city council and the IPOC. Two individuals expressed concern that not all members of the IPOC were residents of East Lansing. While some respondents said more police are needed, one said that additional funding should not go to the police but to other things that can reduce violence. One participant stated that important ordinances are “unenforceable” and that the city council needs to address their ordinances to support better policing. One respondent mentioned that most of their communication about community safety issues came from MSU police rather than ELPD, emphasizing a desire for more communications with ELPD.

### ***To what extent do you trust the ELPD?***

When asked about how much they trust the police, respondents volunteered that there should be more opportunities for the police to have proactive positive interactions with the public. There was also discussion about anecdotal evidence of policing versus the use of facts and data to understand what police do and how they interact with the public. One respondent noted that the data is insufficient to understand policing in East Lansing and offered that most people who are arrested are not residents of East Lansing, but outsiders who are drawn to the community because of MSU. Another respondent offered that it doesn’t matter where a person lives, anyone in East Lansing is part of the greater community and should be treated appropriately. One respondent offered that people who are not satisfied with police should go through official channels to complain and have those complaints investigated. Another participant offered that they had tried official channels but were unsatisfied with the outcome.

### ***How to improve community trust in police?***

When asked how to improve trust in ELPD, a few respondents noted that community listening sessions were a good first start, but that there should be much greater participation from the East Lansing community. One participant suggested that community members should participate in “ride-alongs” with police in order to better understand the job of policing in East Lansing. One participant suggested that police need to focus on developing relationships with youth and other segments of the community. One respondent offered that foot patrols not intended for enforcement activity could be a good way to build community trust in police. It was again suggested that there are not enough police in East Lansing and that perhaps the city could make it more attractive for officers to live in the community they serve. One respondent inquired about bias training for officers.



### ***Does ELPD effectively engage community?***

When asked if the ELPD effectively engages with community, two respondents offered that police make themselves available but the community doesn't participate. It was suggested that community engagement activities should take place outside of "normal work hours" in order to ensure that working individuals have adequate opportunities to interact with police. One attendee pointed out that no longer having ELPD in schools was a missed opportunity for proactive engagement. It was also noted that the national calls for policing reform post-George Floyd were creating negative attitudes about police that shouldn't apply to ELPD. One attendee pointed to the "citizens' academy" where the community could do ride-alongs and learn more about policing as a positive engagement opportunity that was no longer available. It was also suggested that police should sponsor more listening sessions. Lack of staffing was identified as a reason why police don't engage the community more; officers have to respond to assignments, and short staffing means there is no time for proactive engagement.

### ***What will improve policing in East Lansing?***

When asked for suggestions to improve policing in East Lansing, one respondent offered that proactive interactions among police and community, such as proactive foot patrols, could be beneficial. Another participant offered that communication between ELPD and MSU students should be more proactive, drawing students to ELPD rather than allowing students to hide from ELPD when they are on campus. Several attendees suggested that the ELPD needs additional staffing in order to be able to have proactive community interactions. One participant suggested that the ELPD should be educated about community attitudes toward police, which was novel since previous suggestions involved the community being educated about how to interact with police. One participant suggested that parents and older community members should work with police to help develop positive interactions with younger members of the community. Another attendee suggested that the current "adversarial" relationship between police and the city council and IPOC was not helpful, and they suggested focusing on improving that relationship. Finally, participants again stated that they appreciated the listening session concept and asked if more sessions could be held to enhance police understanding of their community.

### **Finding 29: Trust between community and police could further be strengthened.**

While the community present at the listening session were generally supportive of the police and understood limitations due to staffing and budget, the community wants the ELPD to do more proactive engagements at times when residents are available. A number of attendees mentioned that they would like more community-focused listening sessions to include a greater number of community participants.

**Recommendation 29: The ELPD should engage their community with proactive community-building activities, such as community listening sessions, ride-alongs, and citizens' training academy, among other positive police-community experiences.**

**Finding 30: The community perceives a disconnect between the ELPD and the city council and Independent Police Oversight Commission.**

A number of community members pointed to a perceived poor relationship between ELPD and the city council and IPOC. The community present for the listening session blame the disconnect not on the police but on the lack of understanding on the part of the council and IPOC about the role and difficulties police face. Community members would like to see greater collaboration among these bodies to see them working together to improve policing rather than against each other to stifle police.

**Recommendation 30: ELPD, city council, and the Independent Police Oversight Commission should work to develop greater cooperation among these bodies.**

**Finding 31: Community members noted that there may be inadequate staff within the ELPD to respond to all calls for service.**

Determining the appropriate staffing allocation for a police department starts with the patrol function. The first step is to determine the number of police officers required to handle the service demands made by the public from 911 and calls-for-service and other police-initiated activities.

The question of how many officers are needed to provide appropriate police services is complex. In general, the department must develop an understanding of the workload demands placed on officers on patrol, and then balance those demands with the needs for discretionary time and other service demands.

Staffing decisions must be based on actual workload. Once the actual workload is determined, as well as an understanding of appropriate discretionary time, then staffing decisions can be made consistent with the department's priorities.

**Recommendation 31: ELPD should engage in an analysis to determine what their appropriate staffing levels should be based on the needs of the community.**

**Finding 32: Information about annual training related to fair and impartial policing is inadequate to determine if changes should be made.**

According to ELPD Policy 100-21 (*Annual In-Service Training*), sworn staff are required to participate in "DEI/Cultural Awareness/Equity" training annually (p. 3, III-C-2.h.). However, as previously noted, no information about what this training contains was available to the CNA project team. The ELPD should first collect information about their DEI/Cultural Awareness/Equity training, including curriculum or lesson plans.

Generally speaking, training on fair and impartial policing should include exposure to the science of implicit biases and how they can impact behavior at a subconscious level, outside of well-intentioned engagement. More importantly, the training should include instruction on how to reduce and manage implicit bias in everyday interactions.

In addition, training on fair and impartial policing should include the important concept of procedural justice and how police interactions with the public can impact public trust and cooperation, enhancing officer safety. The President's Task Force on 21st Century Policing of 2015 established police legitimacy as a foundational pillar of policing (President's Task Force on 21st Century Policing, 2015). The task force specifically recommended procedural justice training as a means of enhancing the public's trust in the police and their compliance with the law.

There are a number of organizations that provide fair and impartial police training to law enforcement agencies.

**Recommendation 32: ELPD should assess the contents of training related to fair and impartial policing and make changes as appropriate based on department and community needs.**

## Section 4: Training and Technology

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The *Final Report of the President's Task Force on 21st Century Policing* stresses the important roles that training and technology have in the operation of law enforcement agencies (President's Task Force on 21st Century Policing, 2015). The law enforcement field is continually evolving, which requires departments to adapt. A primary means for keeping pace with such changes is through strong training programs, both pre-service and in-service. Given the limited time each year that officers are able to devote to training, it is imperative that departments are intentional and strategic in the types of trainings that they offer. Similarly, advances in technology can allow for improved policing practices, but such technology must be implemented in a manner that maintains, and ideally strengthens, trust and legitimacy in the police.

To assess ELPD's training and technology, the assessment team drew upon data collected from ELPD policies, interviews, and an ELPD employee survey. Of note, the assessment team was not able to assess the quality of ELPD trainings due to ELPD's lack of records on training curriculums and lesson plans. As a result, the present analysis relies upon ELPD policies and employee perspectives. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding training and technology are noted:

- Less-lethal and defensive tactics are high liability and should be addressed separately in policy.
- The firearms training and assessment policy language is unclear, and it does not specifically state what encompasses the firearms training and assessment program.
- ELPD Policy 100-21 (*Annual In-Service Training*) has numerous areas that could use improvement and strengthening.
- Overall, ELPD Policy 300-22 (*Mobile Video Recorder*) does provide a framework for the department's operations but could be improved in areas such that would strengthen clarity for procedures related to transparency and accountability.
- Overall, many of the policies related to technology are vague and leave room for ambiguity and alternative interpretation.
- Several ELPD survey respondents feel that training could be improved to help officers be prepared for some of the critical situations they face in the field.
- The East Lansing "DEI training" was a missed opportunity for police staff.

## Review of policy and procedures

**Finding 33: Less-lethal and defensive tactics are high liability and should be addressed separately in policy.**

The existing firearms training policy (ELPD Policy 100-26 [*Firearms Training and Qualification*]) does not include sufficient information regarding less-lethal and defensive tactics. This policy could be broken up into separate policies, creating a policy for use of force and a separate one for use of less-lethal weapons. This would require that the current policy be updated to reflect all key aspects of tactical operation as it relates to the separate areas. Doing this can create a more simplified understanding of procedure and training.

**Recommendation 33: ELPD Policy 100-26 (*Firearms Training and Qualification*) should be broken out into separate new policies covering firearms, less-lethal tactics, and use of force.**

**Finding 34: The language in ELPD Policy 100-26 (*Firearms Training and Qualification*) is unclear, and it does not specifically state what encompasses the firearms training and assessment program.**

ELPD Policy 100-26 (*Firearms Training and Qualification*) should specifically explain the training and assessment program. It should also include specifics on the required number of firearms training days/nights, explain the minimum qualification scores, and define what happens to an officer's ability to carry their weapon if they fail to qualify. ELPD should also include the qualification standards for the Response to Resistance (RTR) firearm qualifications. It is essential that all ELPD employees fully understand what these standards are.

While these specifics may seem cumbersome to state and maintain, it is important that the officer and the community know the minimum requirements. This is a central policy, and having extensive detailed policy language is important.

**Recommendation 34: ELPD should make revisions to ELPD Policy 100-26 (*Firearms Training and Qualification*) to include specifics that explain the requirements of the firearms training program and its related qualifications.**

**Finding 35: ELPD Policy 100-26 (*Firearms Training and Qualification*) should include stronger and more definitive language.**

There are several areas in ELPD Policy 100-26 (*Firearms Training and Qualification*) that include general terminology in its explanation of procedure and operations. One example of this includes the use of "may require makeup training" in reference to unexcused absences in firearms trainings. This type of policy language could be stronger and should specify the circumstances surrounding the requirement to attend training and make-up trainings. This policy should also benefit from further clarity in the section that refers to "case-by-case" consideration of officers who should not be exposed

to live-fire training. ELPD should review this area of policy and should consider making significant adjustments to definitively state in policy who can carry a firearm.

**Recommendation 35: ELPD should review and update ELPD Policy 100-26 (*Firearms Training and Qualification*) to add clarifying language to areas that use general description terminology.**

**Finding 36: Language in ELPD Policy 100-26 (*Firearms Training and Qualification*) related to the firearms training section should be built out with additional details.**

There are several areas that do not seem to be fully developed regarding this section of the firearms training policy. One example of this is the firearms training and qualifications calendar appendix. This is an important area of the guidance, and the ELPD should consider developing this further with detailed policy language. Another example is in the “Failure to pass the RFR qualifications assessment” appendix. This is another important section that should have a detailed explanation in policy rather than be included only in an appendix.

**Recommendation 36: ELPD should develop areas of ELPD Policy 100-26 (*Firearms Training and Qualification*) that are key topics in firearms training to be fuller sections in the policy document.**

**Finding 37: ELPD has two separate policies that address similar topics in training (ELPD Policy 100-21 (*Annual In-Service Training*) and ELPD Policy 39-20 (*Training*)).**

Overall, ELPD Policy 100-21 (*Annual In-Service Training*) is well written and provides an overview of in-service training opportunities and processes for attending training. The subject matter included in ELPD Policy 100-21 (*Annual In-Service Training*) overlaps with the subject matter of ELPD Policy 39-20 (*Training*). It may be confusing for employees to need to refer to multiple policies that essentially address the same topics on training. Rather than having two policies that partially address the important topics in both areas, there could be one policy that covers the essential portions of training. The ELPD should consider rewriting this training policy to include the in-service component. Doing so would help provide clear guidance that is more comprehensive for employees to review.

**Recommendation 37: ELPD Policy 39-20 (*Training*) should be combined with ELPD Policy 100-21 (*Annual In-Service Training*) to create one comprehensive training policy.**

**Finding 38: ELPD Policy 100-21 (*Annual In-Service Training*) has numerous areas that could use improvement and strengthening.**

It is important that the training policy include important details on how and when training will be conducted. Including strong and definitive language to outline these details is essential to creating strong policy. For example, including language detailing that “this specific training will occur

annually,” or whatever the reoccurring period is, provides clear expectations for the department and the employee. The ELPD should ensure that their policy is consistently including language that clarifies actions that are mandatory. The department should also consider updating this policy to include details such as how documents are retained, how tracking on completed trainings are conducted, and how the processes for approved training works. Details like these are uncertain in the in-service policy, and the department should spend time adding clarity when they are making revisions.

**Recommendation 38: ELPD Policy 100-21 (*Annual In-Service Training*) should be updated to include clarifying details and language.**

**Finding 39: ELPD Policy 100-16 (*Training Records/Criteria*) covers the responsibility of the employee in ensuring that they have been provided with access to adequate training.**

The language in ELPD Policy 100-16 (*Training Records/Criteria*) should further clarify the employee’s responsibility regarding adherence to policy once they have been adequately trained. The ELPD should consider revising this policy section on nonscheduled training. This section should include guidance that clarifies that it is the responsibility of the employee to read, understand, and acknowledge receipt of policy, and to consult a supervisor with any questions or concerns. They should also consider including an acknowledgment that confirms that the employees have received, read, and understand this policy and that they have referred all questions or concerns to their supervisor. Doing this will help ensure that all ELPD employees acknowledge their full understanding of the contents in department policy.

**Recommendation 39: The ELPD should consider adding a policy acknowledgment that confirms that all employees have full understanding of ELPD Policy 100-16 (*Training Records/Criteria*).**

**Finding 40: ELPD Policy 300-22 (*Mobile Video Recorder*) does not specify guidance or direct officer actions in more complex situations that may be unclear in policy (e.g., recording for each citizen encounter in a location where privacy exists, such as a residence).**

Recording police interactions with citizens has become a key component of transparency, accountability, and trust between law enforcement and the communities they serve. The department’s mobile video recorder policy does not specify guidance or direct officer actions in more complex situations that may seem to contradict existing policy (e.g., recording for each citizen encounter in a location where privacy exists, such as a residence). Clarifying these types of circumstances in policy could help the department avoid situations where officers may be unclear on the correct protocol for these situations and allow officers to consistently provide a high level of service to their community. A clear explanation of this in policy also establishes expectations for the officers to follow during interactions and gives them a standardized approach to follow, which would be in line with the department’s mission. The Bureau of Justice Assistance, Police Executive Research Forum, and International Association of Chiefs of Police all offer online materials to support camera policies that the ELPD can pull information from.

**Recommendation 40:** ELPD Policy 300-22 (*Mobile Video Recorder*) should be revised to include specific guidance on how officers are to record citizen encounters and other situations where privacy may be present (such as residences and other private locations). The department should also look to clarify other areas in policy that could help guide complex situations.

**Finding 41:** Overall, ELPD Policy 300-22 (*Mobile Video Recorder*) does provide a framework for the department's operations but could be improved in areas such that would strengthen clarity for procedures related to transparency and accountability.

The existing ELPD Policy 300-22 (*Mobile Video Recorder*) does not follow best practice language that would clarify important internal operational procedures. One example of this is how several ELPD policies do not specify disciplinary actions in the case of noncompliance. Other policies do not specify the process by which an officer can review video footage, which would clarify whether an officer can review their own footage prior to writing a report. These are areas that are often very important to the community as they directly relate to transparency and accountability. The ELPD should review policies, especially for those areas that relate to transparency and police accountability, and identify areas that are not fully defined or leave room for ambiguity. They should then look to strengthen those areas through providing more clarity to officers in these policies. The Bureau of Justice Assistance, Police Executive Research Forum, and International Association of Chiefs of Police all offer online materials to support camera policies that the ELPD can pull information from.

**Recommendation 41:** ELPD should strengthen ELPD Policy 300-22 (*Mobile Video Recorder*) to include more details for important operational procedures and to address disciplinary actions in cases of noncompliance.

**Finding 42:** ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) does not reference training on the requirements of state and federal laws related to surveillance and video technology.

ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) notes the requirements for training for staff on the use of equipment; however, it does not cover training requirements on federal and state laws. It's essential that the law enforcement policy and trainings reflect relevant laws and requirements. Not only does including mandatory training on state and federal surveillance requirements ensure compliance with all applicable laws, it also provides staff with the necessary skills to make informed decisions about using surveillance technology.

This issue is also applicable for ELPD Policy 300-22 (*Mobile Video Recorder*) and use of the Freedom of Information Act (FOIA). Currently, ELPD Policy 300-22 (*Mobile Video Recorder*) does not address the release of video recordings and the process to respond to requests following legal requirements. FOIA or open records requests procedures should be clearly defined to allow staff to consistently respond to requests and fulfill all legal obligations.



ELPD may also want to work with their community to review the policy and identify any areas of concern as it relates to privacy and transparency. Many strong department policies are developed with input and feedback from their community. Also, as technology continues to evolve, it will be important to understand perspectives from the community on how that technology is used.

**Recommendation 42.1: The department should revise ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) and ELPD Policy 300-22 (*Mobile Video Recorder*) to include specific information on federal and local laws relevant to surveillance and video technology.**

**Recommendation 42.2: ELPD should review their policy with their community and update policy language to address existing surveillance and privacy concerns.**

**Finding 43: ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) does not reference the use of investigation case reports to collect specific information on department technology use.**

To further promote transparency in policy, ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) should include investigation case reports that capture information related to the use and management of surveillance technology. This information could include how the surveillance technology is being used, who will approve its use, and who will review related reports. Having this information documented will help ensure that surveillance technology is used lawfully and effectively, with the intentions of promoting transparency and oversight. Furthermore, having this information documented can help the department's organization and management processes.

**Recommendation 43: ELPD should amend ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) to address the use of case reports and specify its use during the operation of surveillance technology.**

**Finding 44: Overall, many of the policies related to technology are vague and leave room for ambiguity and alternative interpretation.**

The job of law enforcement is often challenging, and it can be difficult to prepare officers for every particular circumstance that they may encounter; however, it is still essential that officers receive full and detailed direction in their policy. Many of the ELPD policies use generalized language that is not well defined. Some examples of this in policy include the use of phrases such as “for an extended period,” “for legitimate law enforcement purposes,” and “exercise discretion and good judgement.” While this language can be helpful in providing officers additional guidance, it could be even more effective if the language were tailored specifically to define proper responses or activities. Strong law enforcement policies are specific, concise, and easily understood by officers. Having generalized language leaves room for ambiguity and misinterpretations in decision making.

In ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) the department should consider adopting specific language to define areas that include this generalized language. If there are areas that are more difficult to define because of the complexities in law enforcement operation, the

department should provide examples of a proper response in some of those more complicated situations. It's important that officers remain adaptable, responsive, and principled in performing their duties, and clear policy helps them accomplish this.

**Recommendation 44: ELPD should update ELPD Policy 55-17 (*Surveillance Technology Acquisition & Use*) language with specific explanation and direction of officers.**

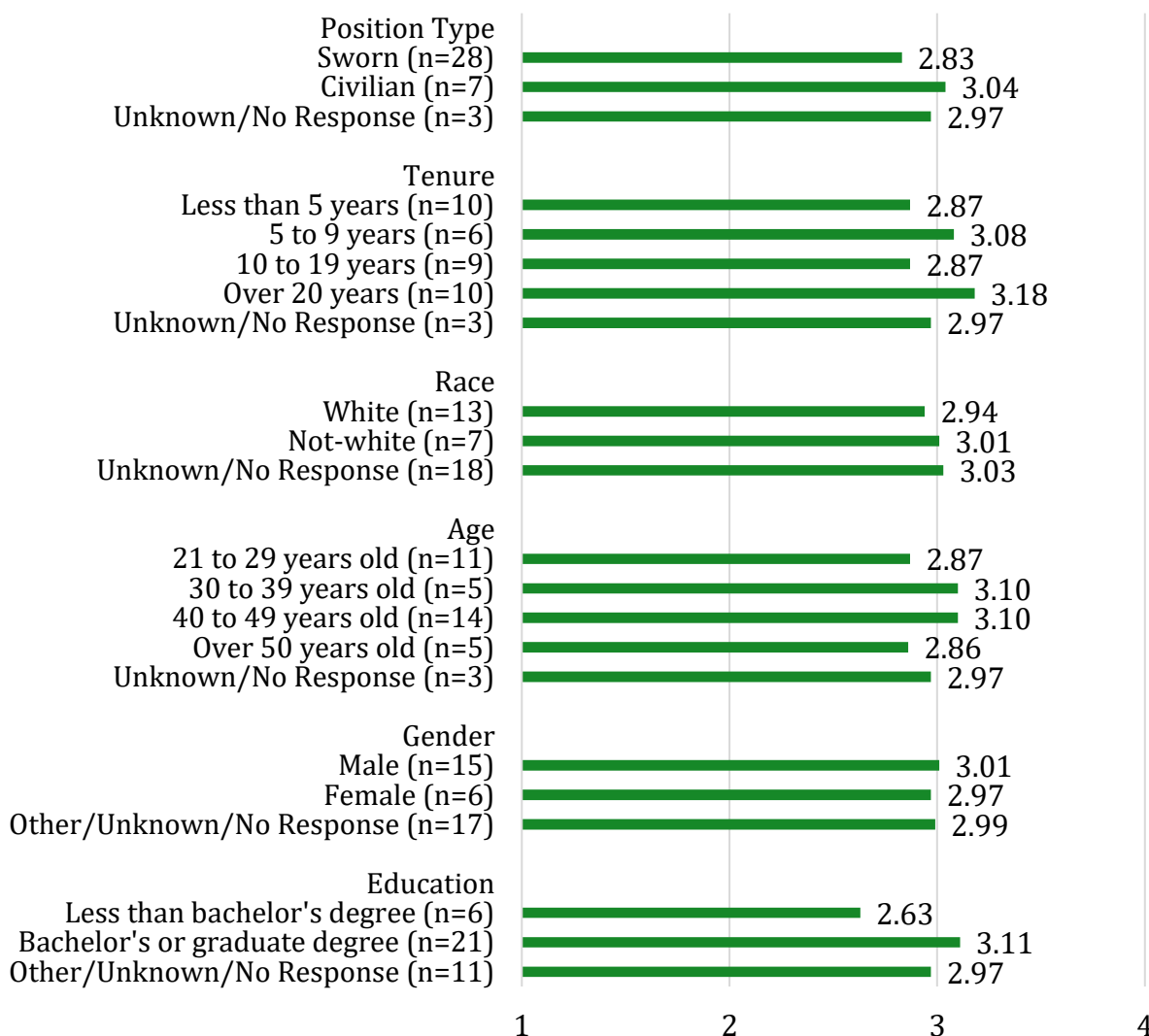
## ELPD staff perspectives

Responses to individual items regarding views on training are detailed in **Table F.9** in **Appendix F**, while values on the dimension *views on training* are detailed by respondent characteristics in **Figure 10** below.

To assess training perspectives, our survey asked officers to rank how strongly they agree or disagree that those particular trainings prepare them sufficiently to respond to, or handle, certain situations while on duty. Respondents agreed that ELPD's training sufficiently prepares officers for potentially volatile incidents (93 percent), to respond to people experiencing mental health crisis (84 percent), and to use procedural justice principles when interacting with the community (98 percent). There were fewer officers who felt that training was sufficient to prepare officers to handle situations where a person intends to assault an officer (68 percent), to respond to an active shooter (73 percent), and to avoid serious injury while driving on duty (75 percent). Despite some individuals with varying perceptions, 68 percent or more of the respondents agreed or strongly agreed that they have received a sufficient amount of training to appropriately respond to all circumstances that were included in our survey.

**Figure 10** displays the value on the *views on training* survey dimension by ELPD staff's demographic characteristics, for which higher values on the scale indicate more agreement of receiving sufficient training. No significant differences were noted; nonetheless, ELPD staff with a bachelor's degree ( $M=3.11$ ,  $SD=0.41$ ) most felt the training to be sufficient across all the examined characteristics, whereas those without a bachelor's degree ( $M=2.63$ ,  $SD=0.85$ ) least felt the training to be sufficient. Not surprisingly, those with longer careers tended to feel the training to be sufficient. No observable differences were noted by race or gender.

**Figure 10: Views on training, by respondent characteristics (n=38)**



Note: Higher values on the scale indicate more agreement of receiving sufficient training.

Employee interviews included questions about what types of trainings employees have received post-academy and if they have been effective. Overall, a number of trainings were mentioned by employees, including: annual training topics like mediation, de-escalation, first aid, tactics, radio, firearms; specialized training like accident investigations and K9; and other trainings such as Active Bystandership for Law Enforcement, DEI, taser, crisis intervention training (CIT), Street Cop, active shooter, autism awareness, and Dynamics of Citizen Encounters. Overall attitudes about the effectiveness of training were positive, but interviewees universally wanted more training in general. CIT training was seen very positively, while DEI was seen very negatively. Two interviewees mentioned that the training budget had been cut and was no longer sufficient for the needs of the department. Requests for new types of training included annual CIT training, community policing, social and leadership skills, and defensive tactics and de-escalation for civilian employees.

**Finding 45: Several ELPD survey respondents feel that training could be improved to help officers be prepared for some of the critical situations they face in the field.**

The ELPD should review its training curriculum related to use of force and incidents that can lead to serious injury to an officer. Using feedback received from officers, training curriculum should be revised to include aspects of the training that employees feel need to be added or strengthened. This can help officers feel that they are prepared to respond to critical situations that they may encounter while on the job.

**Recommendation 45: ELPD should consider revising training for responding to critical situations using feedback from officers.**

**Finding 46: The East Lansing “DEI training” was a missed opportunity for police staff.**

A significant number of interviewees complained about the ongoing citywide “DEI training,” noting that the training has been inconsistent with respect to facilitators’ expectation of participants. Some facilitators have been reportedly insistent that everyone participate while others have not. A number of interviewees repeated that some facilitators have made inappropriate comments to participants that were shaming or otherwise embarrassing. A number of interviewees reported that police leadership sent unclear but negatively perceived emails about police participation in DEI training. Few interviewees reported that the training had been a neutral or good experience, while most reported that it had been a confusing and negative experience.

**Recommendation 46: Need to reassess training around fair and impartial policing as well as procedural justice and other related concepts based on the needs of the department.**

## Section 5: Traffic Enforcement

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Traffic enforcement is a police function that frequently allows for leniency and discretion on the part of officers (Schafer & Mastrofski, 2005). Officers have the ability to decide who to stop, and in many cases can decide whether to issue a citation or a warning. Because of such leniency and discretion, fair and impartial policing is particularly relevant to traffic enforcement. In this section, we discuss our findings and recommendations based on a review of ELPD Policy 300-26 (*[Traffic] Enforcement Options*) and various quantitative analyses of ELPD traffic enforcement data. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding traffic enforcement are noted:

- ELPD Policy 300-26 (*[Traffic] Enforcement Options*) is very comprehensive and provides good direction to officers.
- White drivers accounted for the majority of traffic stops from August 2021 to July 2022, while Black drivers were the second-most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group of the driver.
- The amount of stops by race relative to the population indicates that Black drivers are stopped to a greater extent than White drivers; however, the veil-of-darkness” analysis finds that Black drivers are stopped by a statistically nonsignificant magnitude of 1.08 compared to non-Black drivers. Furthermore, the risk of being stopped as a Black driver during the daylight portion of the intertwilight period is similar to stops for Black drivers made during the dark period, and this difference is not statistically different when compared to all other drivers.

### Review of policy and procedures

**Finding 47: ELPD Policy 300-26 (*[Traffic] Enforcement Options*) is very comprehensive and provides good direction to officers.**

ELPD Policy 300-26 (*[Traffic] Enforcement Options*) provides clear guidance to officers on the appropriate procedures to follow while conducting a traffic stop or while enforcing traffic laws. This includes a statement in the beginning of the policy regarding the importance of removing bias from the performance of an officer’s duties and the necessity to build positive relationships with the community. This is an important statement to include in policies that guide interactions with community members, and the ELPD should consider making this an overall philosophy statement for the department. This policy guides officers on how to initiate stops only for public safety violations or concerns and instructs officers to be courteous during their interactions during a traffic stop. These procedures align with best practices and are a good expectation for officers.

The ELPD should think about how they can further engage the community in discussions regarding traffic safety and be proactive in sharing this policy to ensure residents are aware of ELPD's procedures regarding traffic safety. The department should also think about additional data that could be shared with the community to better inform them of ELPD's traffic enforcement practices.

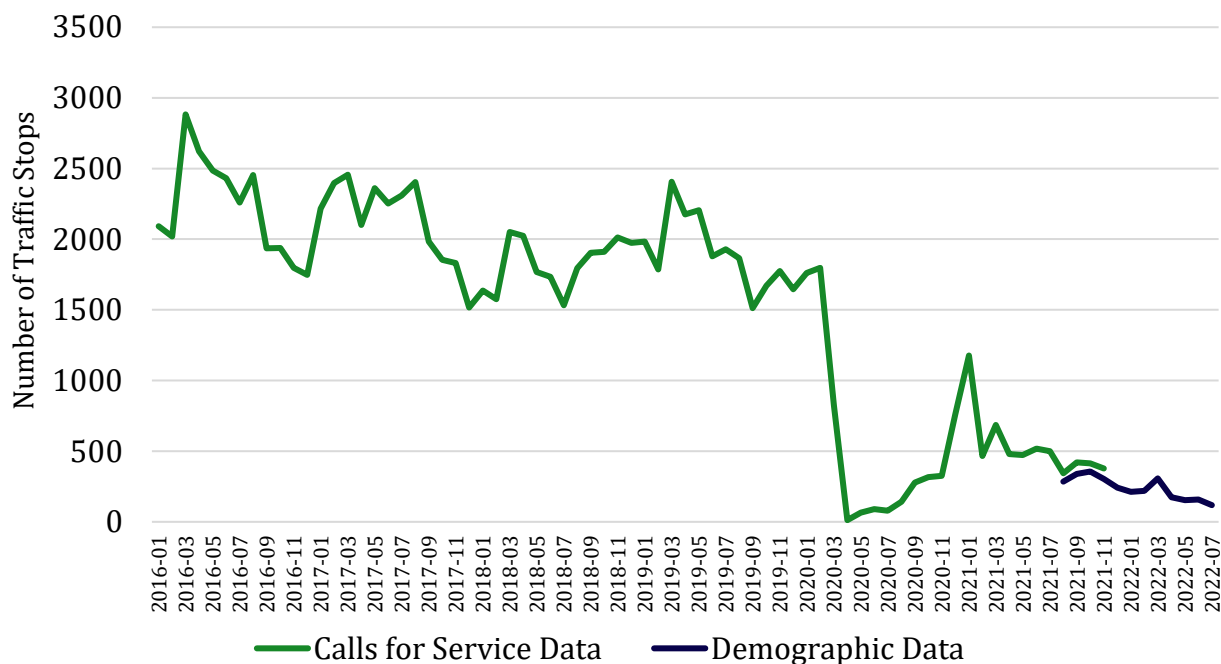
**Recommendation 47: The ELPD should maintain the practices outlined in ELPD Policy 300-26 ([Traffic] Enforcement Options) and should consider proactively reporting traffic safety data with the community.**

## Traffic enforcement quantitative analyses

As detailed in **Section 1**, the ELPD provided two datasets to the assessment team to examine traffic stop events. The ELPD records all traffic stops in its calls-for-service database, which tracks not only community calls for service but also proactive policing activities. The examined traffic stop data from the calls-for-service database covered January 2016 to December 2021 (hereafter referred to as the traffic stops from the “calls-for-service data”). Additional data provided by the ELPD allowed the assessment team to examine demographic characteristics of drivers from August 2021 to July 2022 (hereafter referred to as the traffic stops from the “demographic data”).

Using these two databases, it was determined that the ELPD conducted 112,358 traffic stops from January 2016 to July 2022 (over 6.5 years). **Figure 11** details the counts of traffic stops per month during this time period, separating out the two databases that were examined. Traffic stop levels were relatively stable—if not trending slightly downward—prior to the pandemic, with an average of 2,222; 2,140; 1,826; and 1,902 traffic stops per month for 2016, 2017, 2018, and 2019, respectively.

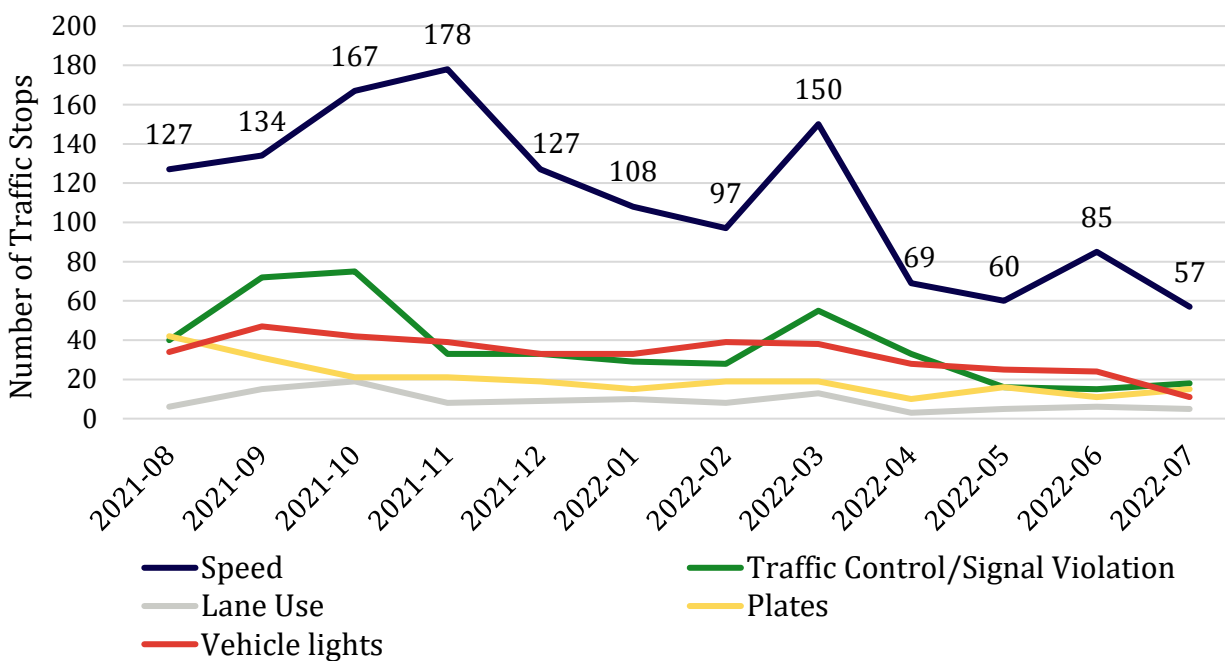
Figure 11. Amount of traffic stops, by month



In 2020, the average amount of traffic stops per month dropped to 538, coinciding with the large-scale onset of COVID-19 as well as social justice movements that took place in Lansing and East Lansing for policing reform. This level of traffic stops continued into 2021, with a monthly average of 496. The database that included demographic characteristics of the drivers had lower counts, with an average of 204 stops per month for the first half of 2022. It is unknown if these values are lower because only stops where demographic information was collected were included in the data, or if this is the actual amount of traffic stops that occurred. It is likely the former, as the four-month overlapping period from August 2021 to November 2021, where data were provided from both datasets, show that the calls-for-service dataset recorded more traffic stops than the demographic dataset (1,554 compared to 1,283, respectively). However, a decline in the trendline for traffic stops is clearly present from February 2021 to July 2022, when traffic stops declined from 465 to 118, a 75 percent decrease.

To examine traffic stops in more detail, the assessment team first reviewed the reason for the stop, as detailed in the demographic database covering August 2021 to July 2022. There were many categories provided for the reason of a stop, some of which were combined for simplicity (e.g., “Fail to Stop (Railroad/Bus)” and “Fail to Yield (Ped, Bike, Vehicle)” were combined into a “Fail to Stop/Yield” category). The top five reasons for a stop—which made up 89 percent of all stops— included speed (n=1,359), traffic control/signal violation (n=447), vehicle lights (n=393), plates (n=239), and lane use (n=107). **Figure 12** displays the trends of these reasons from August 2021 to July 2022. Stops for speeding were consistently the primary reason for a stop, typically accounting for half of all stops. Stops for vehicle lights and traffic control/signal violations alternated between being the second- and third-most reasons for stops, while stops for plate violations was consistently the fourth-most reason, and land use violations was the fifth-most reason.

**Figure 12. ELPD traffic stops by month, by reason for stop**

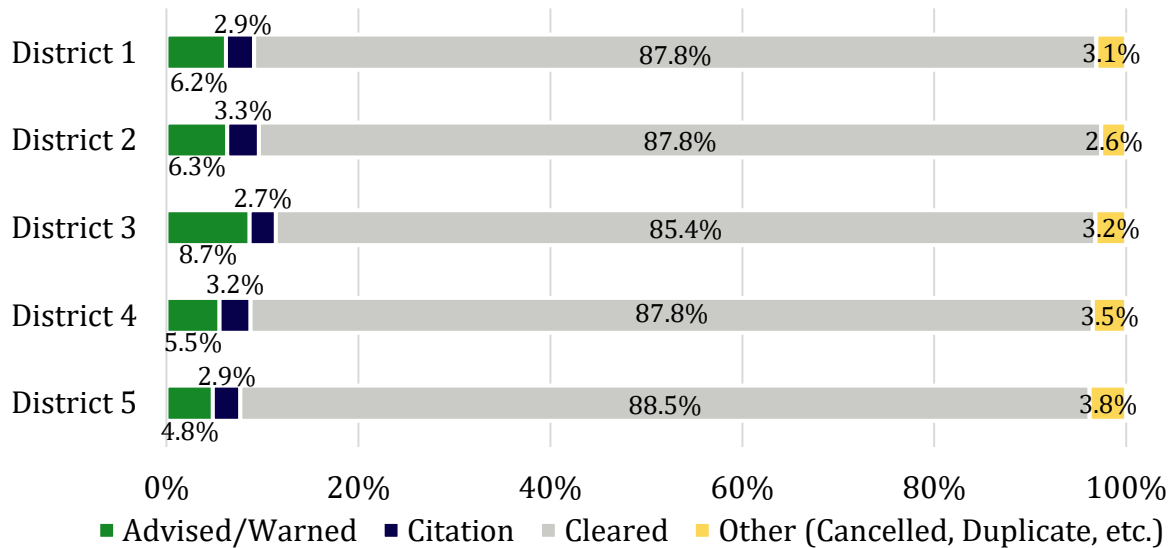


Note: Data from traffic stops included in the demographic database covering August 2021 to July 2022.

The dispositions of stops were examined next, using the traffic stops from the calls for service database. ELPD traffic stop dispositions can include being advised or warned, being issued a citation, clearing the call with no further penalty, or another outcome, such as cancelling the stop or marking it unfounded. **Figure 13** details the distribution of these dispositions across ELPD’s five police districts. The vast majority of traffic stops—approximately 87 percent overall—were simply cleared by the officer, typically meaning that a driver made a traffic infraction, their information was checked in ELPD’s systems, and the officer provided some caution but allowed them to continue on their way without a penalty. The second-most used disposition was for recording an advising or warning. A total of 6.8 percent of traffic stops ended in this manner, although District 3 recorded 8.7 percent of its stops ending in advisement/warning, while District 5 had the lowest amount at 4.8 percent. The amount of traffic citations was very similar across the districts, with the overall average at 3 percent.



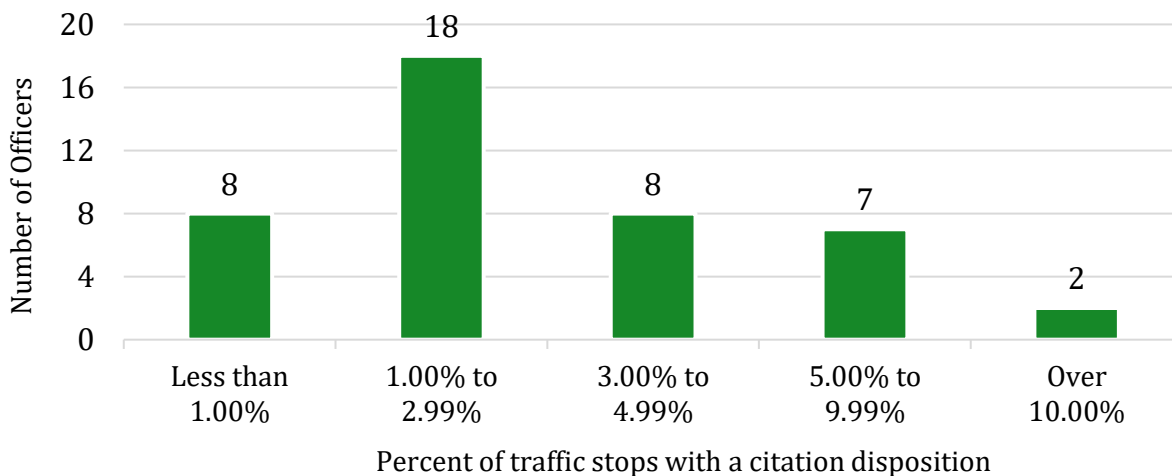
**Figure 13. Traffic stop dispositions, by district**



Note: Data from traffic stops included in the calls-for-service data covering January 2016 to December 2021.

When breaking the traffic citation down across the 43 officers active during the examined time period, we found that some officers were concluding their traffic stops with more citations than others. As detailed in **Figure 14**, the distribution of citation dispositions was less than 3 percent of total stops (the overall average) for half of these officers (n=26). On the other hand, nine officers gave out citations in 5 percent or more of their traffic stops, with two of those giving out citations in 10 percent to 13 percent of their stops.

**Figure 14. ELPD officers grouped by percent of traffic stops with a citation disposition**

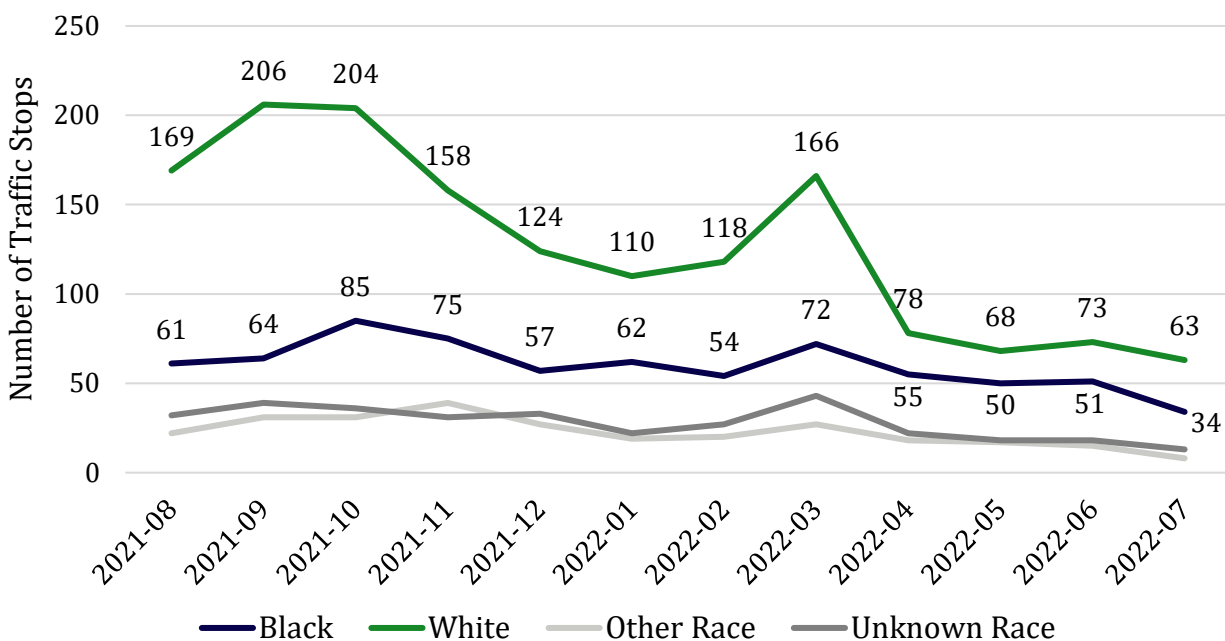


Note: Data from traffic stops included in the calls-for-service data covering January 2016 to December 2021.

We last examine the racial characteristics of the drivers stopped by the ELPD using the demographic database that covered August 2021 to July 2022. As shown in **Figure 15**, White drivers account for

the majority of stops, while Black drivers are the second-most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group. White drivers had the largest decline in the raw amount of traffic stops (from 204 stops to 63) from October 2021 to July 2022, while traffic stops for Black drivers declined from 85 to 34 in the same time period. However, the percent changes in these amounts are similar, with a 69 percent decline for White drivers and a 60 percent decline for Black drivers.

**Figure 15. ELPD traffic stops by month, by race**

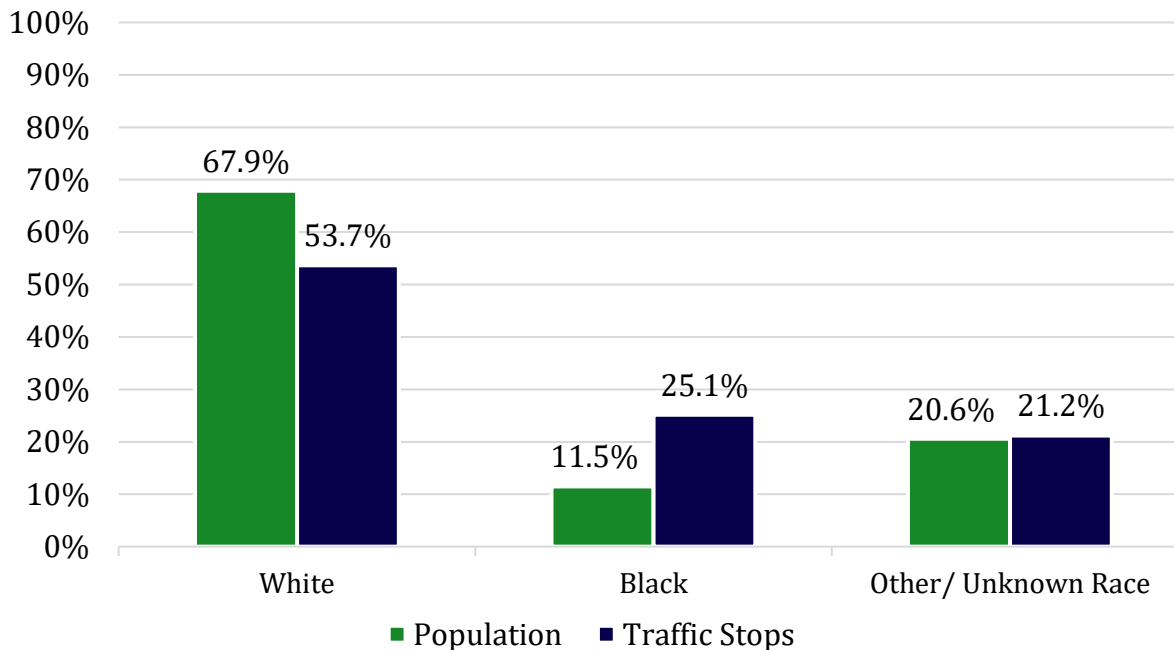


Note: Data from traffic stops included in the demographic database covering August 2021 to July 2022.

To visually highlight racial disparity in traffic stops further, **Figure 16** presents the racial distribution of the roughly 48,000 East Lansing community members and corresponding distribution in traffic stops. White residents account for roughly 68 percent of the population, whereas White drivers account for 54 percent of all stops from August 2021 to July 2022. On the other hand, Black drivers made up 25 percent of stops, but they account for only 12 percent of the population.<sup>2</sup>

<sup>2</sup> Total population values come from the 2020 decennial Census, Table P1: Race. The East Lansing, MI Census profile can be retrieved here: [https://data.census.gov/cedsci/profile/East\\_Lansing\\_city\\_Michigan?g=1600000US2624120](https://data.census.gov/cedsci/profile/East_Lansing_city_Michigan?g=1600000US2624120)

**Figure 16. Percent of racial groups in East Lansing population, by traffic stops**



While the distribution of stopped Black drivers accounts for slightly more than twice as much as their distribution in the population, using population-based information to assess disparity can be inaccurate and misleading. For example, the racial characteristics of all drivers in East Lansing are unknown, as is how their driving practices may differ across different times of day. Furthermore, not all drivers in East Lansing are residents of the city, so one should not necessarily compare the demographics of those stopped by the police to the community. As such, the assessment team conducted a “veil-of-darkness” analysis, a sophisticated method to assess racial biases in traffic stops (see **Section 1** for methodology).

Data from the demographic traffic stop database were entered into the RTI STAR tool (RTI, 2022). These data cover one year, from August 2021 to July 2022. Drivers who were Black were treated as the group of interest and compared to all other drivers. Results of the veil-of-darkness analysis indicate that the amount of traffic stops of Black drivers and all other drivers during the light and dark intertwillight periods, while accounting for other variables like time of day and day of the week, is slightly more for Black drivers, as shown by a magnitude of disproportionality of 1.08, although this difference is not statistically significant ( $p=0.64$ ). Furthermore, the risk of being stopped as a Black driver during the daylight portion of intertwillight period is 29.0 percent, and 27.0 percent during the dark period. In layman’s terms, Black drivers are stopped slightly more than non-Black drivers, although this difference is not statistically significant, and the differences between stops of Black drivers during daylight and nighttime hours are similar to a degree of 2 percent.

While a veil-of-darkness analysis cannot definitively speak as to whether racial disparity exists during traffic stops, its method offers the best analysis to make such conclusions. When combined with results from other analyses and a consistent pattern develops, the veil-of-darkness analysis

provides police agencies with useful information about the extent of discriminatory practices among officers.

**Finding 48: White drivers accounted for the majority of traffic stops from August 2021 to July 2022, while Black drivers were the second-most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group of the driver.**

As shown in **Figure 15**, White drivers account for the majority of stops, while Black drivers are the second-most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group of the driver. White drivers had the largest decline in the raw amount of traffic stops (from 204 stops to 63) from October 2021 to July 2022, while traffic stops for Black drivers declined from 85 to 34 in the same time period. However, the percent changes in these amounts are similar, with a 69 percent decline for White drivers and a 60 percent decline for Black drivers.

**Recommendation 48: As traffic enforcement returns to normal operating levels, ELPD should closely monitor traffic stop data to ensure that different community groups aren't stopped at different levels or rates.**

**Finding 49: The amount of stops by race relative to the population indicates that Black drivers are stopped to a greater extent than White drivers; however, the veil-of-darkness" analysis finds that Black drivers are stopped by a statistically nonsignificant magnitude of 1.08 compared to non-Black drivers. Furthermore, the risk of being stopped as a Black driver during the daylight portion of the intertwilight period is similar to stops for Black drivers made during the dark period, and this difference is not statistically different when compared to all other drivers.**

Results of the veil-of-darkness analysis indicate slightly elevated stops for Black drivers, by a magnitude of 1.08, although, levels for stopped Black drivers are not significantly different than stops for all other drivers. The risk of being stopped as a Black driver during the daylight portion of intertwilight period is 29.0 percent, and it is 27.0 percent during the dark period—a difference which is not significantly different than what is found among drivers of other races.

**Recommendation 49: The ELPD should maintain its current traffic enforcement practices and continue to review patterns in daytime and nighttime stops by racial categories to assess relative rates.**

## Section 6: Use of Force and Complaints

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This section assesses use of force and complaints within ELPD. Both of these indicators provide important insight into fair and impartial policing practices. To assess use of force and complaints, the assessment team reviewed relevant policies and procedures and conducted various quantitative analyses. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding use of force and complaints are noted:

- ELPD Policy 100-3 (*Complaint Intake and Management*) requires significant revision, as the policy does not adequately and clearly describe the complaint intake and management process.
- ELPD Policy 12-20 (*Response to Resistance*) positively emphasizes the sanctity of life and the importance of de-escalation, but the policy can go a step further.
- ELPD Policy 12-20 (*Response to Resistance*) problematically allows for the use of head stabilization.
- Eighteen percent of ELPD officers were involved in three or more complaints during the period analyzed.
- Twenty-two percent of ELPD officers were involved in 7.5 or more use-of-force events per year during the period analyzed.
- One-quarter of the use-of-force events involved disorderly conduct and/or a mental health investigation, while arrests that involved offenses against family and children, burglary/home invasion, and obstruction-type events each resulted in a use of force more than 50 percent of the time.
- The ELPD predominately uses low levels of force in its use-of-force events, where 62 percent of the types of uses of force involved either a handcuffing, a control hold or takedown, or other physical contact. However, the other largest type of use of force, which accounted for 24 percent, was a weapon display.
- Black community members are arrested more frequently than would be predicted based on their proportion of the East Lansing population compared with White community members. Among those arrested, use-of-force levels are slightly elevated for Black community members compared with White community members. However, when controlling for event characteristics and demographics in more rigorous statistical analyses, these differences are not observed.

## Review of policy and procedures

**Finding 50: ELPD Policy 100-3 (*Complaint Intake and Management*) requires significant revision, as the policy does not adequately and clearly describe the complaint intake and management process.**

ELPD Policy 100-3 (*Complaint Intake and Management*) appears to use generic language that is not sufficiently tailored to ELPD. A policy that governs the internal affairs process for a law enforcement agency is extremely important and must include all relevant details related to the process to eliminate any uncertainty or confusion among department personnel. Through conversations with ELPD command staff, the assessment team learned that a captain currently oversees the internal affairs process; however, this is not stated in policy. Instead, the policy states that the internal affairs investigator “shall be superior in rank to the named employee.” Such a practice does not represent best practice. Instead, ELPD should have a designated person or persons, of at least the rank of sergeant, who conduct internal investigations, and this should be clearly stated in policy. This person should also be specifically trained in internal investigative practices. Someone of superior rank to the investigator should supervise the investigation and serve notices and findings of the investigator up the chain of command. These processes represent internal affairs best practices (DOJ, 2019).

ELPD Policy 100-3 (*Complaint Intake and Management*) also includes ambiguity regarding an internal investigation versus a criminal investigation. The policy does not explain how an internal investigation and a criminal investigation are kept separate or who conducts which investigation. In addition, the policy states “A thorough, fair, and impartial investigation shall be conducted,” but does not describe the specific investigative actions that must take place as part of an internal investigation. The assessment team recommends ELPD review complaint intake and management policies from other departments, such as the New Orleans Police Department’s Misconduct and Complaint Intake and Investigation policy (NOPD, 2018).

**Recommendation 50.1: ELPD should revise ELPD Policy 100-3 (*Complaint Intake and Management*) to include a designated person or persons who are responsible for conducting internal investigations.**

**Recommendation 50.2: Anybody conducting internal investigations for ELPD should be properly trained in internal investigative practices.**

**Recommendation 50.3: ELPD Policy 100-3 (*Complaint Intake and Management*) should describe the specific investigative practices that the internal affairs investigator is responsible for performing as part of an internal investigation.**

**Finding 51: Some components of ELPD Policy 100-3 (*Complaint Intake and Management*) threaten the integrity of the complaint investigation process.**

It is essential to uphold the integrity of the internal investigation process in the eyes of both personnel and community members. There are several components within ELPD Policy 100-3

(*Complaint Intake and Management*) that may threaten the integrity of the process. For example, when describing the investigation of anonymous complaints, the policy states “The seriousness of the alleged misconduct will determine how much time and investigative resources will be committed to the investigation of an anonymous complaint.” This statement is problematic in that it provides an excuse for the department to not conduct a thorough investigation. In addition, it is unclear whether this practice also applies to the investigation of non-anonymous complaints. Either way, it should be the policy of ELPD that every complaint and allegation will be fully investigated to ensure the integrity of the complaint investigation process.

**Recommendation 51: ELPD should revise ELPD Policy 100-3 (*Complaint Intake and Management*) to establish that all allegations will be fully investigated based on the evidence, without consideration of the anonymity of the complainant.**

**Finding 52: ELPD Policy 12-20 (*Response to Resistance*) positively emphasizes the sanctity of life and the importance of de-escalation, but the policy can go a step further.**

The assessment team commends the ELPD for having many components in ELPD Policy 12-20 (*Response to Resistance*) that are consistent with the Police Executive Research Forum’s (PERF) *Guiding Principles on Use of Force* (PERF, 2016). First, the policy emphasizes the sanctity of the life at the very beginning of the policy, stating that “The Department recognizes and respects the value of each human life.” This is the most important statement in the entire policy and central to the mission of any law enforcement agency. ELPD’s policy also stresses proportional use of force, stating that “Officers shall only use an objectively reasonable amount of force to effectively bring an incident under control.” Lastly, the policy references the use of de-escalation, stating that employees “are required to de-escalate their force as the situation dictates.”

ELPD’s inclusion of sanctity of life, proportional use of force, and de-escalation is consistent with best practice. However, the assessment team did note that the policy can still be improved, especially as it relates to the concept of de-escalation. For example, the policy only describes de-escalation in the context of limiting force that has already been applied. While this is important, the policy should also require the use of de-escalation techniques to prevent the use of force, when applicable. The ELPD should refer to the *National Consensus Policy and Discussion Paper on Use of Force* (IACP, 2020), which includes example language related to de-escalation, such as:

*“An officer shall use de-escalation techniques and other alternatives to higher levels of force consistent with his or her training whenever possible and appropriate before resorting to force and to reduce the need for force.”*

ELPD Policy 12-20 (*Response to Resistance*) should also provide personnel with specific examples of de-escalation techniques, such as command presence, advisements, warnings, verbal persuasion, and tactical repositioning (IACP, 2020). Lastly, the concept of de-escalation is mentioned only at the beginning of ELPD Policy 12-20 (*Response to Resistance*). The use of de-escalation techniques should be reiterated throughout ELPD’s Response to Resistance policy. Further, ELPD should include a

definition of “de-escalation” in its definitions section and should discuss de-escalation as a training requirement within the training section toward the end of the policy.

**Recommendation 52.1:** ELPD Policy 12-20 (*Response to Resistance*) should require the use of de-escalation techniques to prevent the use of force, when possible and appropriate.

**Recommendation 52.2:** ELPD Policy 12-20 (*Response to Resistance*) should provide personnel with specific examples of de-escalation techniques, such as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.

**Recommendation 52.3:** ELPD Policy 12-20 (*Response to Resistance*) should reiterate the use of de-escalation techniques throughout the policy in order to establish that the use of de-escalation is a critical component of ELPD operations.

**Recommendation 52.4:** ELPD should include a definition of “de-escalation” in its definitions section and should discuss de-escalation as a training requirement within the training section toward the end of the policy.

**Finding 53:** Certain components of ELPD Policy 12-20 (*Response to Resistance*) could be strengthened by providing additional details about processes.

Overall, ELPD Policy 12-20 (*Response to Resistance*) is very thorough; however, there are some clarifications needed within the policy. For instance, when describing the discharge of a firearm, the policy states that “an official investigation will be made on the firing of a firearm to determine the circumstances and this investigation will be forwarded to the Chief of Police.” From this statement, it is unclear who is responsible for conducting such an investigation, and there is no mention of whether a criminal or administrative investigation may occur. ELPD Policy 12-20 (*Response to Resistance*) also describes the process that officers must follow for documenting the use of force. The process mentions a use-of-force incident report, but it is unclear whether ELPD has a dedicated and uniform use-of-force reporting form. ELPD should develop a use-of-force form that all officers complete following any use-of-force incident. Such a form will allow for the collection of consistent types of information and data that will assist the department with better analyzing when and how force is used. Consistent collection of information will also assist the department with providing specific use-of-force data to the East Lansing community.

**Recommendation 53.1:** ELPD should provide additional details about certain processes explained in ELPD Policy 12-20 (*Response to Resistance*).

**Recommendation 53.2:** ELPD should develop a use-of-force reporting form that is completed by personnel after all uses of force.

**Finding 54:** ELPD Policy 12-20 (*Response to Resistance*) does not provide a clear definition of “head stabilization,” which can have problematic implications.



ELPD Policy 12-20 includes a section about the use of “head stabilization.” The policy states “Head Stabilization may be used if the offender is trying to use their head or mouth...in an assaultive nature against an officer.” The policy fails to adequately describe what “head stabilization” entails. A lack of clarity regarding this technique can lead officers and the public to consider this as some sort of chokehold or neck restraint. Such tactics are extremely dangerous and should be permitted only when deadly force is authorized.

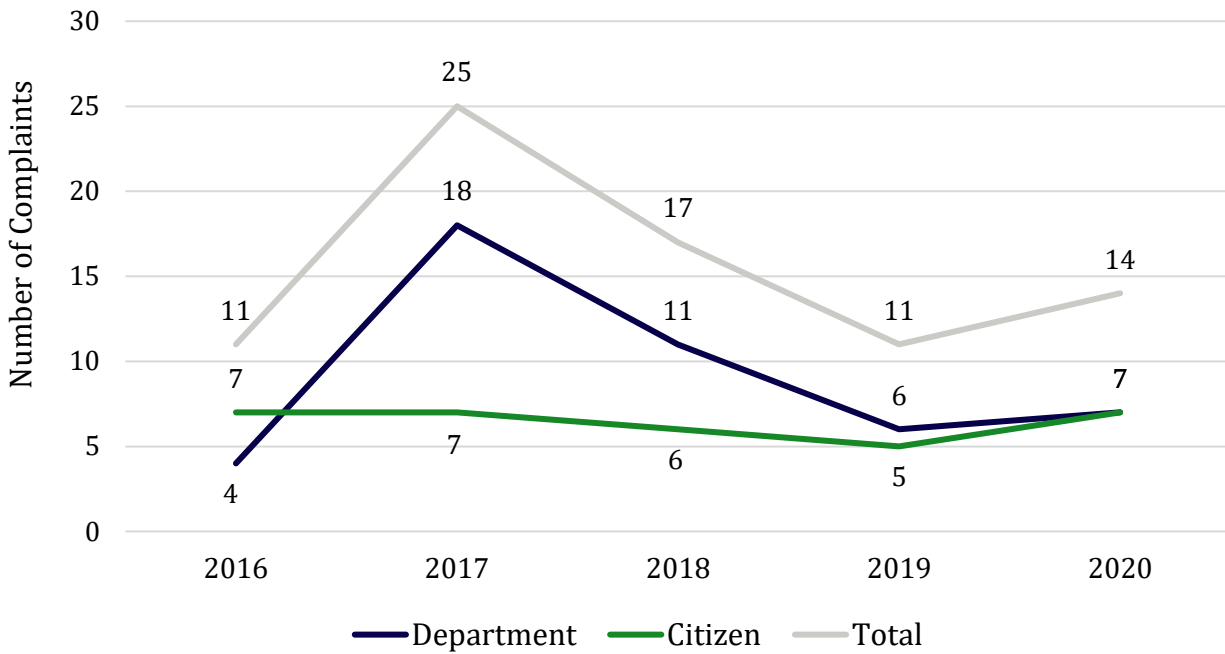
**Recommendation 54: ELPD should clearly define behaviors associated with “head stabilization” in ELPD Policy 12-20 (*Response to Resistance*). If ELPD defines “head stabilization” to include such behaviors as chokeholds or neck restraints, the department should stress that such use of force can be used only when deadly force is authorized.**

## Quantitative analyses

### Complaints

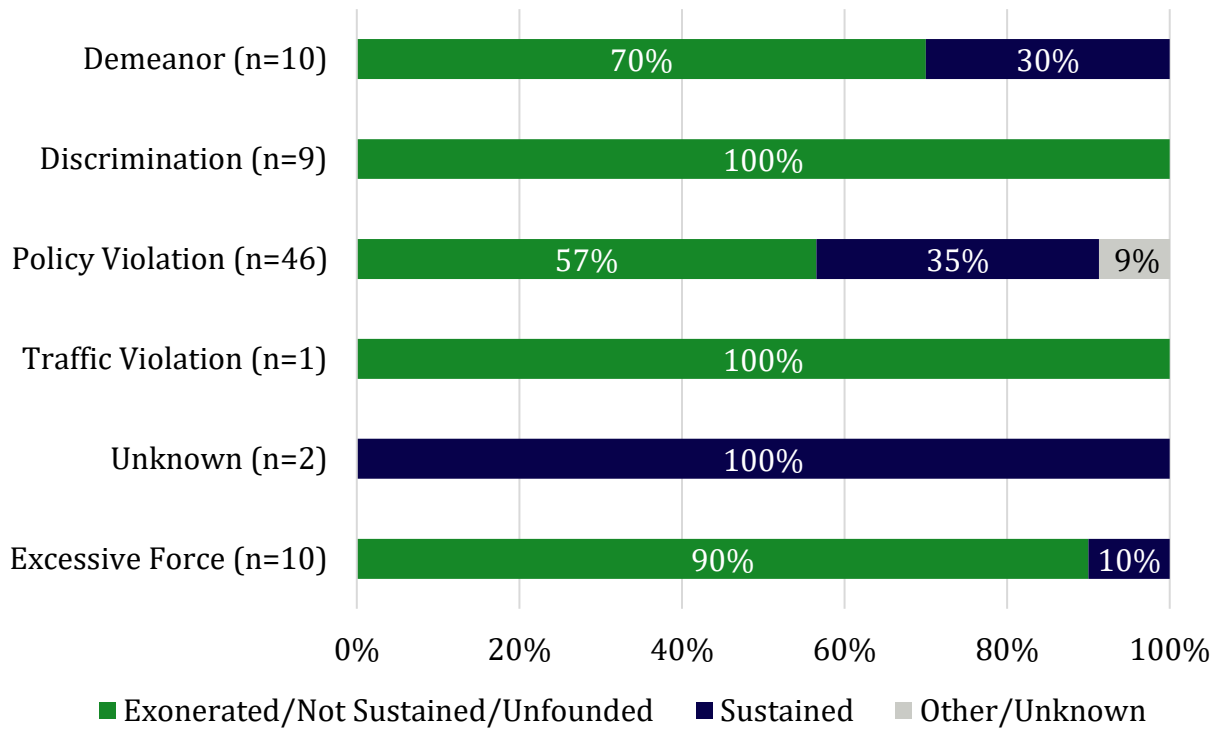
From January 2016 to December 2020, a total of 78 officer complaints were recorded by the ELPD across 44 officers. Complaints averaged roughly 16 per year; however, 2017 stood out with nearly double the amount of the usual number of complaints. As detailed in **Figure 17**, the majority of complaints (59 percent of those examined) came internally from the department for policy violations. The other 41 percent of complaints came directly from community members who felt officers did not behave appropriately. Citizen complaints could include dissatisfaction with the officer’s demeanor (n=10), use-of-force level (n=10), or views of discrimination (n=9). Three other citizen complaints were listed as unknown (n=2) or because of an officer’s traffic violation (n=1).

**Figure 17: Complaints by year, by type**



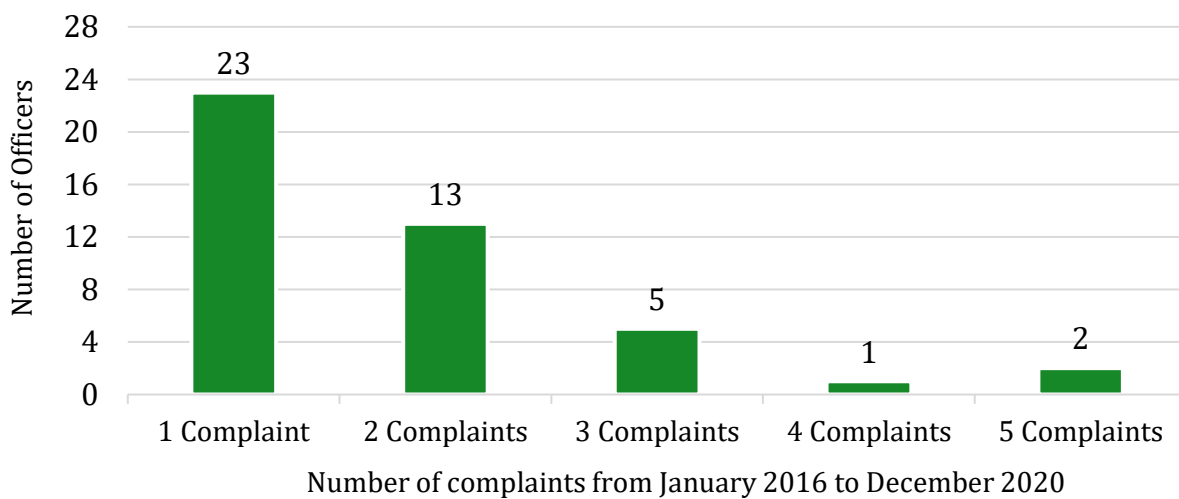
**Figure 18** provides details of the dispositions by each type of complaint. Dispositions were categorized into those that were exonerated, not sustained, or unfounded; those that were sustained; and other or unknown outcomes. The vast majority of complaints (67 percent) were found to be exonerated, not sustained, or unfounded. All nine discrimination complaints and nine of the 10 use-of-force level complaints were either exonerated, not sustained, or unfounded. Sustained complaints accounted for 28 percent of all outcomes. Three of the 10 demeanor complaints, 16 of the 46 internal policy violations, and one of the 10 use-of-force levels were sustained.

**Figure 18. Complaint dispositions, by type of complaint**



When breaking complaints down across the 44 officers, we found that some officers received more complaints than others. As detailed in **Figure 19**, the vast majority of officers had only one (52 percent of officers) or two (30 percent of officers) complaints. On the other hand, eight officers had three or more complaints, with two of those having five complaints during the examined time period.

**Figure 19: ELPD officers grouped by amount of complaints**



**Finding 55: Eighteen percent of ELPD officers were involved in three or more complaints during the period analyzed.**

Eighteen percent of ELPD officers, or eight officers in total, received complaints more often than their peers over the period from January 2016 to December 2020. While certain job duties, assignments, or involvement in particular responses can provide reasonable explanation for officers being more frequently involved in a complaint, these outliers should be reviewed and evaluated regularly.

**Recommendation 55: ELPD should review the records and patterns of the behavior of officers with high levels of complaints to understand why they are involved in complaints more frequently than typical, and if necessary, refer officers for appropriate interventions, including refresher training.**

## Use of force

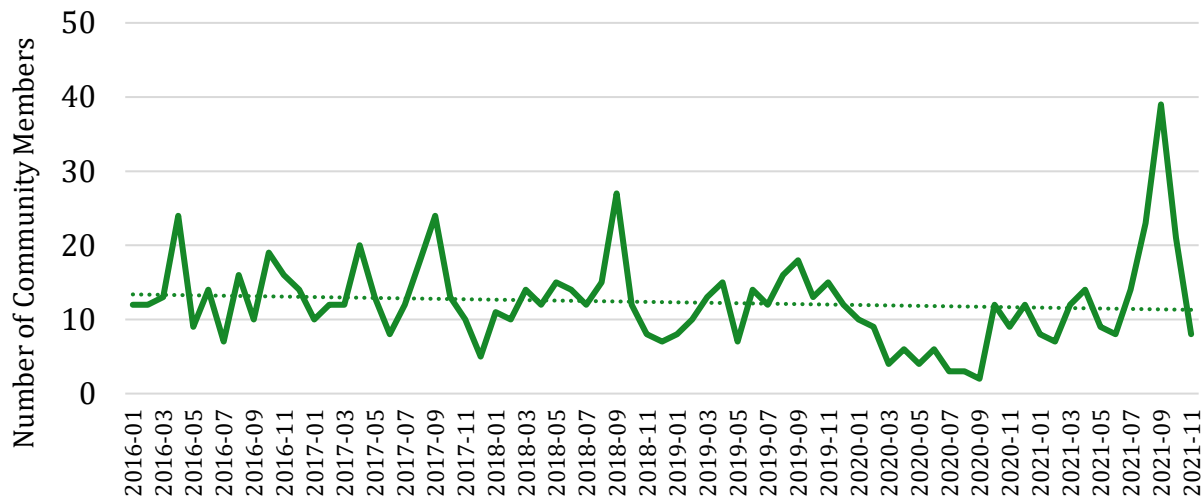
From January 1, 2016, to November 16, 2021 (roughly 5 years, 11 months), 67 unique ELPD officers completed 818 unique use-of-force reports related to uses of force across 876 community members. As described in **Section 1**, the ELPD records the pertinent information *per use-of-force event*. Our analyses reformatted the data to the community-member-per-event unit of analysis (i.e., each case in the dataset represented a community member who experienced a use-of-force event), which totaled 876 community members across the 818 use-of-force events. It is worth noting that the names of the community members were not included in the data, so it is possible that there were some community members with multiple instances of use of force in the data, meaning that the total amount of unique community members in the database could be less than 876.

East Lansing community members experienced a monthly average of 12.3 uses of force from January 2016 to mid-November 2021, whereas the monthly average amount of face-to-face police–community interactions resulting from a call for service was 2,639—or stated another way, one use-of-force event for every 213.8 interactions.

**Figure 20** displays the count of uses of force per month. The overall trend line for the data (depicted as the dotted line in Figure 20) shows a slight decline in the monthly count of community members who experienced a use-of-force event across the review period; however, much of that decline is likely a result of fewer community contacts due to the COVID-19 pandemic. Use-of-force levels were relatively stable prior to the COVID-19 pandemic, with an average of 13.8, 13.1, 13.1, and 12.8 use-of-force events per month for 2016, 2017, 2018, and 2019, respectively. In 2020, the average amount of use-of-force events per month dropped to 6.7, coinciding with the large-scale onset of COVID-19 as well as social justice movements that took place in Lansing and East Lansing for policing reform. Use-of-force levels returned to normal in 2021, with a monthly average (excluding December) of 14.8.

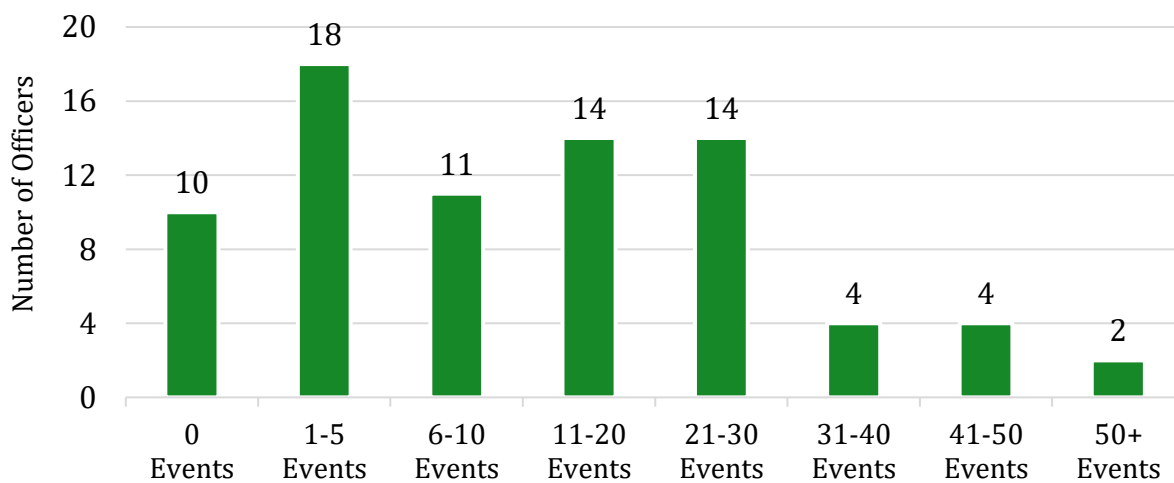
It is worth noting that each year there is a spike in the amount of community members who experience a use of force in September. In fact, September had the most uses of force in four of the six examined years, with another year’s spike occurring in October. These sudden increases likely correspond to the influx of MSU students returning to East Lansing for the new school year.

**Figure 20: Amount of community members who experienced a use of force (n=876), by month**



The average number of use-of-force events at the individual officer level was 15.3 across the 77 officers who were active at some point during the examined period. At a yearly level, the average use-of-force events per officer was 4.1 from 2016 to 2021 (with a median of 2.8). **Figure 21** details the distribution of individual use-of-force events across the officers. Of these 77 officers, 10 officers (13 percent) had no use-of-force events, 18 officers (23 percent) had between one and five use-of-force events, 11 officers (14 percent) had between six and 10 events, 14 (18 percent) officers had between 11 and 20 and 21 and 30 events each. The remaining 10 officers (13 percent) had more than 31 use-of-force events from January 2016 to mid-November 2021.

**Figure 21: ELPD officers grouped by amount of use-of-force events**

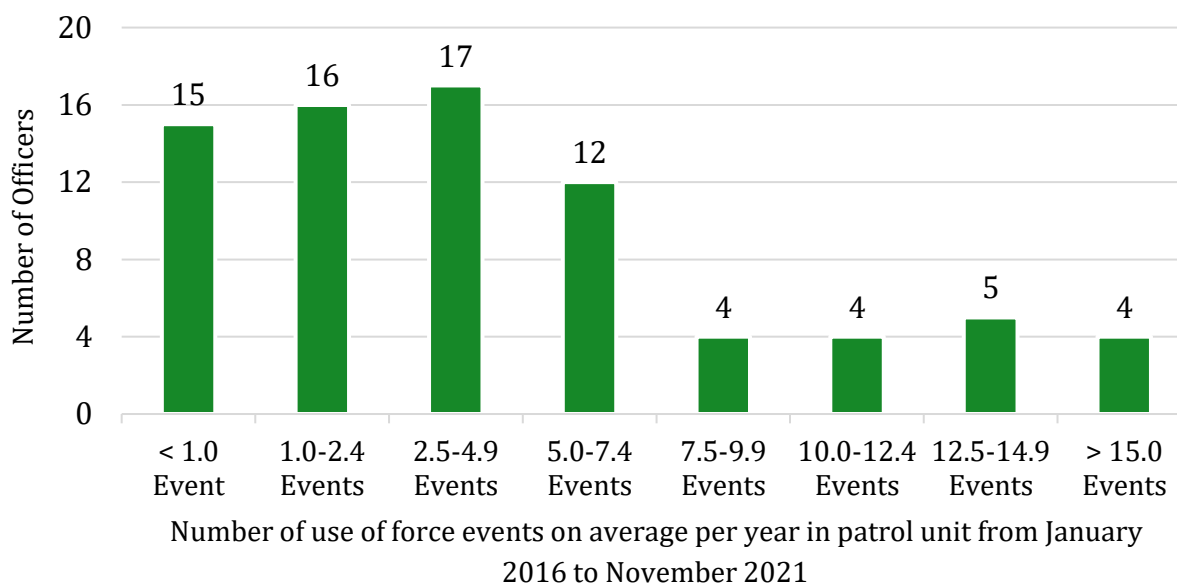


Number of use of force events from January 2016 to November 2021

**Figure 22** below conducts the same analysis as above but instead standardizes the amount of use-of-force events by the number of years that each officer was assigned to the patrol unit. When

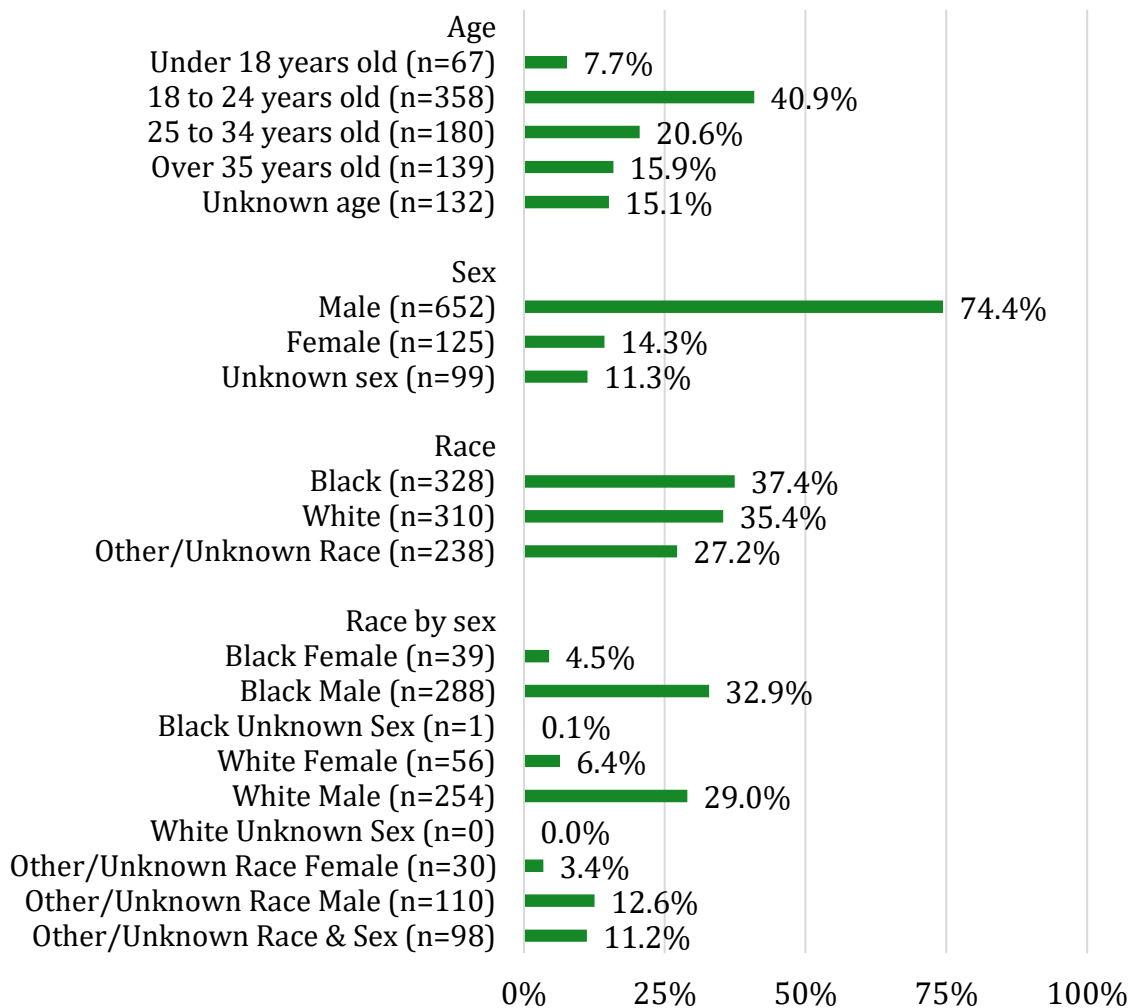
conducting this standardization, the average use-of-force events per officer per year was 5.2 from 2016 to 2021 (with a median of 3.2). **Figure 22** details the distribution of individual use-of-force events across the officers standardized by years on the patrol unit. On a patrol unit basis, 31 officers (40.3 percent) had less than 2.4 uses of force per year, 17 officers (22 percent) had between 2.5 and 4.9 use-of-force events per year, 12 officers (16 percent) had between 5.0 and 7.4 events per year, and the remaining 17 officers (22 percent) had more than 7.5 use-of-force events per year from January 2016 to mid-November 2021 while on the patrol unit.

**Figure 22: ELPD officers grouped by average use-of-force events per years in patrol unit**



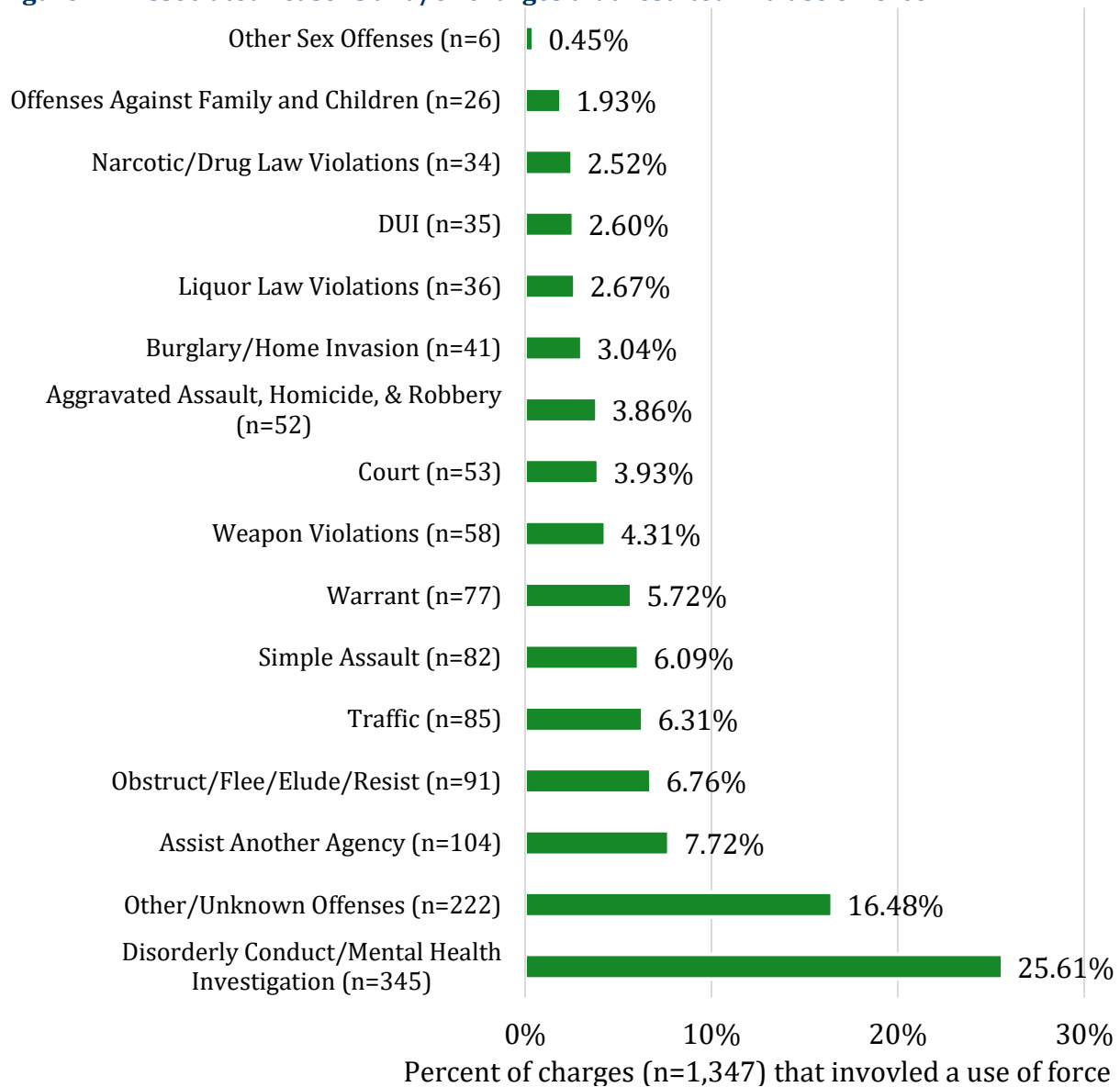
The use-of-force data included information about the community members' sex, age, and race, although many of these pieces of information were null or unknown in the dataset. Nonetheless, **Figure 23** provides the demographic makeup of the 876 community members who experienced a use of force from January 2016 to mid-November 2021. By age, those who were 18 to 24 years old accounted for the most amount of community members, corresponding to 41 percent of the individuals experiencing force. It is worth noting that 67 (7.7 percent) community members who experienced force by an ELPD officer were under the age of 18. Not surprisingly, the majority of individuals were male (74.4 percent). The racial distribution was split relatively evenly when separating race out by White (35.4 percent), Black (37.4 percent), and other/unknown (27.2 percent), although the other/unknown category was predominately made up of community members with an unknown race, so it is likely some amount of White or Black individuals were included within that category. When examining the demographics by race and sex, two categories are predominant: Black males made up 32.9 percent of the population, and White males made up 29.0 percent. Roughly one out of 10 community members who experienced force did not have any details included in their race or sex.

**Figure 23: Demographics of community members who experienced force (n=876)**



In examining the noted initial reason(s) for a use of force (detailed in the use-of-force data) and/or the specific charge(s) for an arrest (detailed in the arrest data), the assessment team was able to categorize the 1,347 reasons into 16 categories across the 876 community members who experienced a use of force. **Figure 24** details the distribution of these categories. For example, within the 876 community members who experienced a use of force and across the 1,347 associated reasons or charges for the police contact, disorderly contracts and/or mental health investigations accounted for one-fourth of the distribution (26 percent), while the other categories all corresponded to amounts lower than 8 percent. The other/unknown offenses category accounted for 16 percent of the reasons or charges; however, this is because 155 use-of-force events could not be connected to the arrest data, and reasons for the contact were not provided in the use-of-force data (see the findings and recommendations detailed in the “Data” section of this report for recommendations for better data practices).

**Figure 24: Associated reasons and/or charges that resulted in a use of force**



While the above **Figure 24** provides the distribution of the reasons and/or charges associated with the uses of force, a more interesting and perhaps useful analysis would assess which categories have higher levels of use of force. **Table 5** provides these details, noting that events where the community member obstructed, fled, eluded, or resisted an officer resulted in the greatest amount of use of force. In those 117 events, 78 percent involved a use of force. Burglaries and offenses against families made up the second- and third-most likely events where a use of force occurred, with 59.4 percent and 55.3 percent, respectively. Nearly half (49 percent) of the events that involved an aggravated assault, robbery, or homicide involved a use of force, while about one-fourth (28 percent) of simple assaults involved force. Only 27.2 percent of all disorderly conduct and/or mental health investigations, which were previously identified to be the most common instances of use of force, in fact resulted in a use of force.



**Table 5: Descriptive statistics of survey dimensions**

Reason/charge	Number of arrests that involved reason/charge	Number of uses of force that involved reason/charge	Percent of arrests that involved a use of force
Court	1,735	53	3.1%
DUI	782	35	4.5%
Weapon Violations	108	58	5.4%
Warrant	1,451	77	5.3%
Traffic	1,345	85	6.3%
Assist Another Agency	1,487	104	7.0%
Liquor Law Violations	376	36	9.6%
Other Sex Offenses	29	6	20.7%
Narcotic/Drug Law Violations	138	34	24.6%
Disorderly Conduct/Mental Health Invest.	1,269	345	27.2%
Simple Assault	289	82	28.4%
Other/Unknown Offenses	501	222	44.3%
Aggravated Assault, Homicide, & Robbery	107	52	48.6%
Offenses Against Family and Children	47	26	55.3%
Burglary/Home Invasion	69	41	59.4%
Obstruct/Flee/Elude/Resist	117	91	77.8%

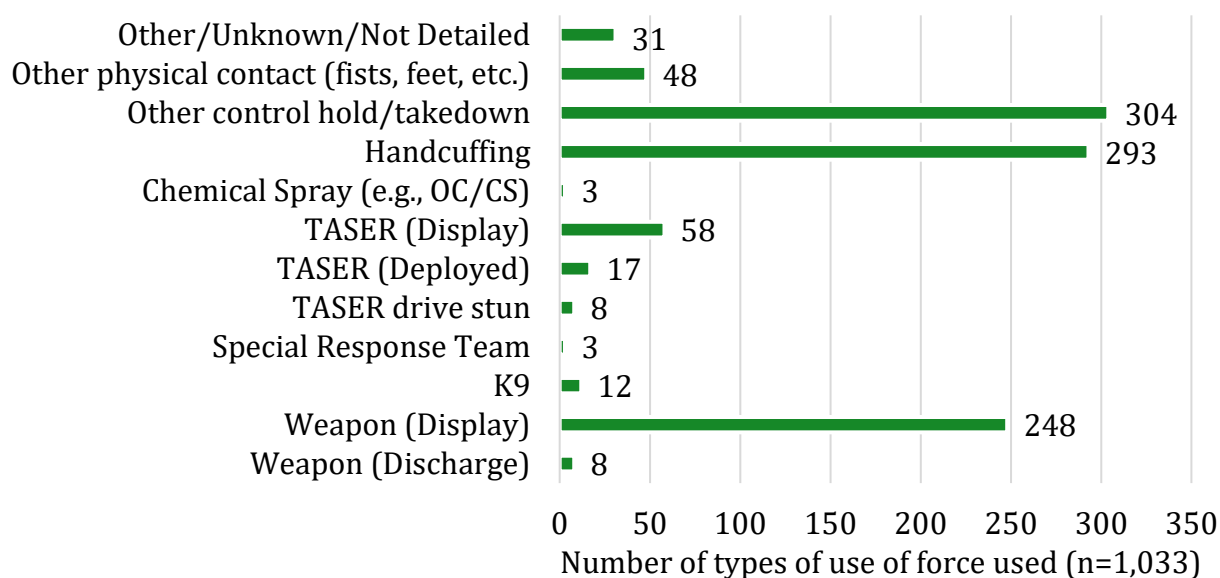
Data for the type of use of force used during the event was hand entered, resulting in 143 unique types of use of force, although many of these were simply due to spelling differences (e.g., “Wrist Lock” compared to “Wristlock”; see the findings and recommendations detailed in the “Data” section of this report for recommendations for better data practices). The types of use of force were recoded into 12 categories (detailed in **Figure 25** below) and account for all 1,033 unique applications of force used across the 876 events. The lower levels of force that include physical contact and control holds/takedowns accounted for the majority of uses of force applied during these events (29.4 percent). Across all cases, these lower-level use-of-force activities were used in 23.4 percent of the cases and were effective without any additional use-of-force activities, and applied in another 8.2 percent of cases with other, more severe levels of force.

Handcuffing was the second-most noted use of force, accounting for 28.4 percent of the types of force. It is worth noting that, beginning in 2020, the ELPD required officers to record all handcuffings that occurred during a use of force. Examination of this policy change did not show any increase after the policy went into effect, indicating that officers were recording handcuffings in their use-of-force reports as standard practice.

ELPD officers displayed their weapons in 24 percent of the total uses of force. The weapon category combined all firearm types, such as less-lethal 40MM, rifle, and handgun. The less-lethal 40MM was included in this category because a community member is unlikely to distinguish a less-lethal weapon

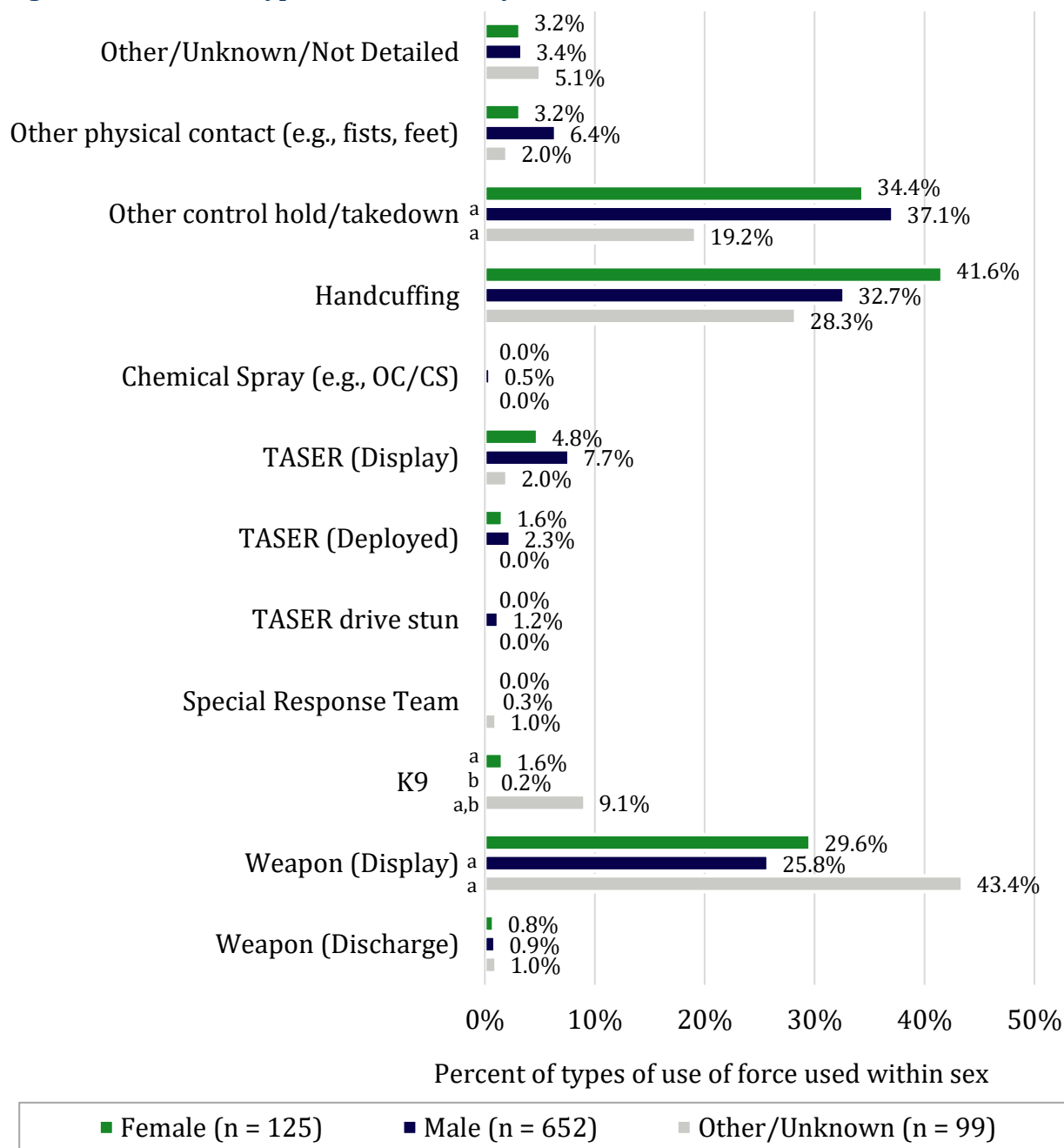
from a lethal weapon in the heat of the moment. A weapon was discharged in 0.8 percent of the total amount of types of force.

**Figure 25: Types of force used (n=1,033) across 876 community members**



The following figures separate out the types of force by the demographic characteristics of the involved community members. ANOVA analyses assessed significant mean differences across the groups. **Figure 26** details the distribution of sex within each type of force. Sex was separated into three categories: female, male, and an other/unknown category that was predominately of community members with an unknown sex. Males (37.1 percent) were significantly more likely to experience a control hold and/or takedown than those with an other/unknown sex (19.2 percent). On the other hand, although canines were rarely used (n=12), community members with an other/unknown sex (9.1 percent) experienced that force more than both males (1.6 percent) and females (0.2 percent). And community members with an other/unknown sex (43.4 percent) had significantly more displays of a weapon than males (25.8 percent) and marginally more than females (29.6 percent). It's worth noting that the "other/unknown sex" category is predominately made of null (i.e., unknown) cases of the community member's sex, so this finding does not indicate that people of indeterminate gender/sex are more at risk but that ELPD should better account for person's sex in their use-of-force reporting (see the findings and recommendations detailed in the "Data" section of this report for recommendations for better data practices).

**Figure 26: Percent of types of force used, by sex**



Note: a, b = Differences are significant at  $p < .05$  for matched categories within type of force.

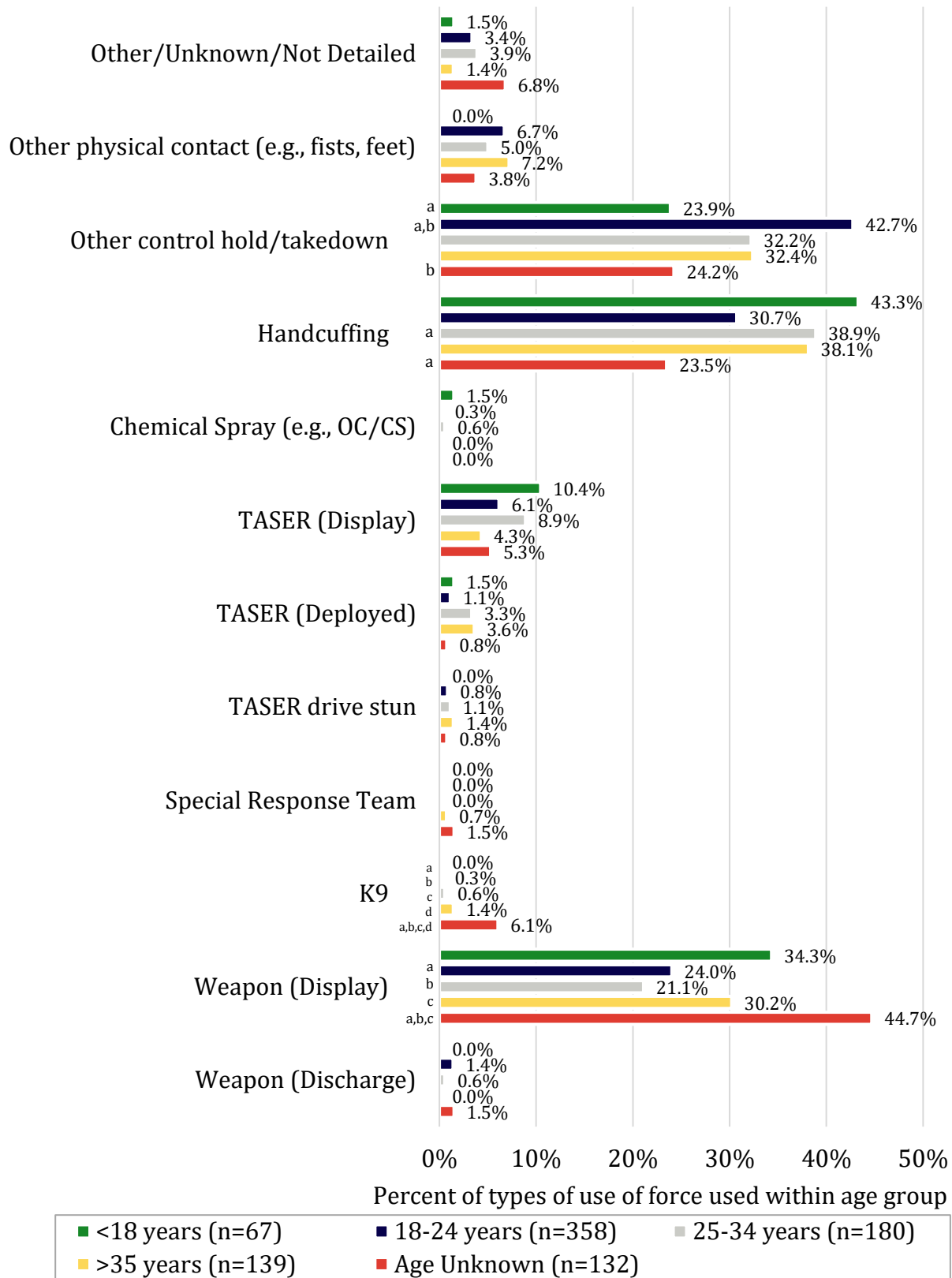
**Figure 27** details the distribution of age within each type of force. Age was categorized into five groupings: under 18 years old, 18 to 24 years old, 25 to 34 years old, over 35 years old, and an unknown age category. When examining the types of use of force that were used across the different age groups, we first find that community members who were 18 to 24 years old (42.7 percent) were significantly more likely to have a control hold/take down, especially when compared those under 18 years old (23.9 percent) and those with an unknown age (24.2 percent). Individuals who were under 18 years old were most noted to be handcuffed (43.3 percent), although significant differences

were observed only between those who were 25 to 34 years old (38.9 percent) and those without a recorded age (23.5 percent).<sup>3</sup> Again, using a canine was a rarely used force option, and the majority of those events occurred with unknown demographic characteristics, leading that age group (6.1 percent) to be significantly different from the rest. Finally, a large amount of weapon displays were among individuals whose age was unknown (44.7 percent), resulting in significant differences compared to those who were 18 to 24 years old (24.0 percent), 25 to 34 years old (30.2 percent), and over 35 years old (30.2 percent). That being said, of the ages that were known, community members who were under 18 years old actually had the highest proportion of weapon displays, with 34.3 percent of that age group experience that use of force.

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<sup>3</sup> Although community members under 18 years old had the highest proportion of the age groups, no significant differences were observed due to their low n, although the difference between their age group and unknown age was marginally significant ( $p = .050$ ).

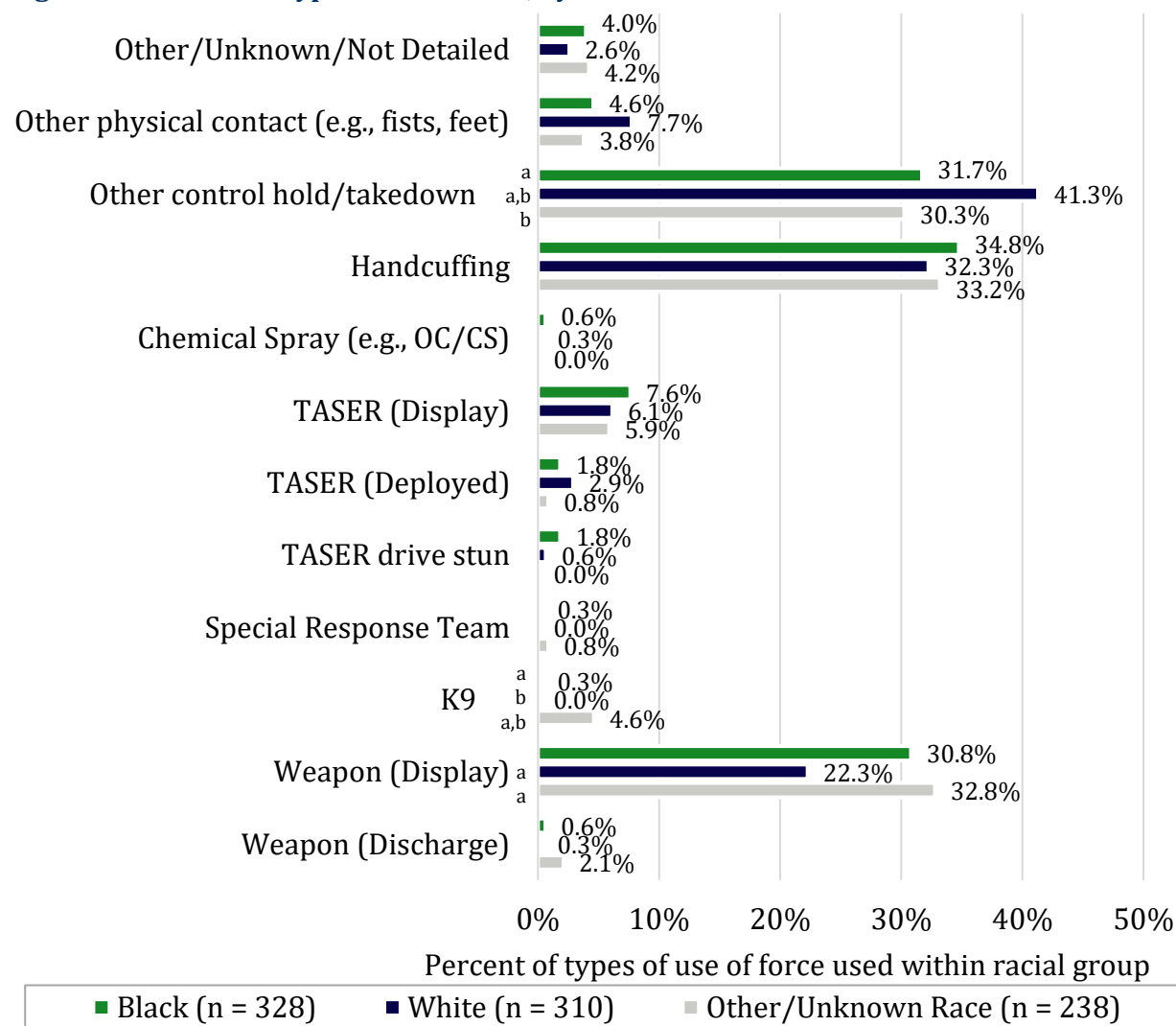
**Figure 27: Percent of types of force used, by age**



Note: a, b, c, d = Differences are significant at  $p < .05$  for matched categories within type of force.

**Figure 28** details the distribution of race within each type of force. Race was categorized into three groupings: White, Black, and an unknown race category. When examining the types of use of force that were used across the different race groups, we find that significantly more White community members (41.3 percent) experienced a control hold/takedown compared to both those who were Black (31.7 percent) and those whose race was not identified (30.3 percent). Handcuffing levels, although the second highest use of force overall, were statistically equal across the three racial groups. Similar to the examinations of sex and age, we again find that the use of a canine occurred significantly more among those without a recorded race (4.6 percent) than White (0.3 percent) or Black (0.0 percent) community members. Finally, the proportion of White community members (22.3 percent) who experienced a weapons display was significantly lower than those with an unknown race (32.8 percent). It is worth noting that the difference between the proportions of Black (30.8 percent) and White (22.3 percent) community members experiencing a weapons display was just marginally significant ( $p = .050$ ).

**Figure 28: Percent of types of force used, by race**



Note: a, b = Differences are significant at  $p < .05$  for matched categories within type of force.

## Racial Disparity in Use of Force

A critical aspect of our examination of ELPD use of force was to assess its force applications across different racial categories. Similar monthly averages were observed by the different racial groups, where the monthly average uses of force for Black, White, and unknown races were 4.1, 4.0, and 4.2, respectively—although it is worth emphasizing again that it is likely some White or Black individuals were included within the unknown race category.

In addition to the raw numbers, we also assessed differences in uses of force by the race of the community member. However, understanding racial disparities in law enforcement activity is difficult given the complexity of developing a baseline against which to compare law enforcement activity (Tregle et al., 2019). Using Census Bureau population numbers will typically result in overestimates of disparity, since these numbers do not account for differential rates of contact with police among different demographic groups. That is to say, policing activities are not uniform across a city. On the other hand, using law enforcement data sources as a baseline will typically underestimate disparity, since these data may mask systemic racism and bias inherent in the criminal justice system as a whole (e.g., over-policing or selective arrests).

To visually highlight such issues, **Figure 29** presents demographics from three different datasets: the racial distribution of all 48,000 East Lansing community members as determined from the 2020 decennial Census; the racial distribution of 7,143 ELPD arrests from January 2016 to November 2021; and the racial distribution of 876 use-of-force events from January 2016 to November 2021.

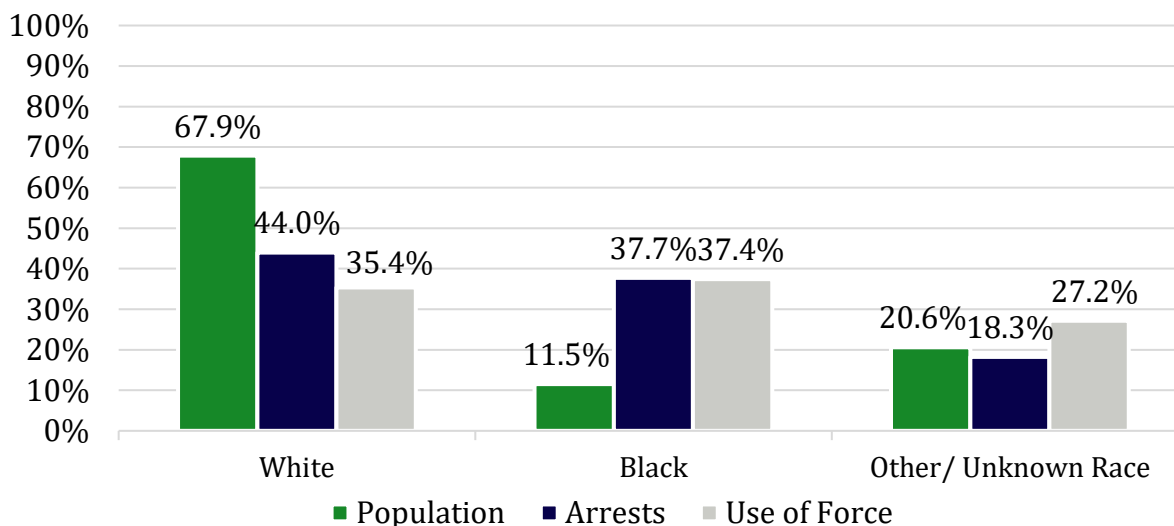
East Lansing's White community makes up approximately 68 percent of its population, its Black community corresponds to roughly 12 percent, and other race groups make up approximately 21 percent.<sup>4</sup> When evaluating force solely based on population, the data indicate a disparity between certain racial groupings and the use of force experienced by those groups. In particular, Black community members are arrested and experience use of force at higher levels compared to their population. The proportion of Black individuals who experience use of force was 26 percentage points greater than their proportion in the community (37.7 percent with use of force compared with 11.5 percent in the population), and it was 7 percentage points greater for other race community members (27.2 percent compared with 20.6 percent). These differences are made up in reductions of the proportion of White community members compared with their use-of-force events. The proportion of White individuals who experienced use of force was 33 percentage points lower than their proportion in the community (35.4 percent compared with 67.9 percent).

Similar patterns are noted in arrest levels, where fewer arrests among White community members occurred compared to their population (44.0 percent to 67.9 percent, respectively) and more arrests among Black community members occurred compared to their population (37.7 percent to 11.5 percent, respectively). The other/unknown race groups had an opposite relation, where fewer arrests were observed compared to the population (18.3 percent compared to 20.6 percent).

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<sup>4</sup> Total population values come from the 2020 decennial Census, Table P1: Race. The East Lansing, MI Census profile can be retrieved here: [https://data.census.gov/cedsci/profile/East\\_Lansing\\_city\\_Michigan?g=1600000US2624120](https://data.census.gov/cedsci/profile/East_Lansing_city_Michigan?g=1600000US2624120)

**Figure 29: Percent of racial groups in East Lansing population, arrests, and use-of-force events**



To further assess these issues, we calculated three disproportionality indexes that examine disparity levels in different ways. These indexes are expressed as a compound ratio—the ratio of the percentage of police interactions with Black individuals involved in use of force or arrest to the corresponding percentage for White individuals. We first calculated this index by examining the amount of use-of-force events by community members compared with the populations in East Lansing. This method offers the least restrictive model, leading to observations of greater disparity levels.

$$\frac{\text{Use of force}_{Black} / \text{East Lansing Population}_{Black}}{\text{Use of force}_{White} / \text{East Lansing Population}_{White}}$$

We also calculated the disparity index by examining the amount of use-of-force events by community members compared with arrests. This method restricts the ratios to law enforcement data, which typically underestimates disparity levels since such data include known disparities by race due to systemic racism and bias in the criminal justice system as a whole.

$$\frac{\text{Use of force}_{Black} / \text{Arrests}_{Black}}{\text{Use of force}_{White} / \text{Arrests}_{White}}$$

We offer a third disparity index that examines the amount of arrests by community members compared with the populations in East Lansing:

$$\frac{\text{Arrests}_{Black} / \text{East Lansing Population}_{Black}}{\text{Arrests}_{White} / \text{East Lansing Population}_{White}}$$



Note that none of these three methods provide a single perfect estimation in the level of disparity, and all come with a degree of error.<sup>5</sup> Instead, we offer all three to show that disparity levels likely fall somewhere between our provided minimum and maximum values. In an ideal analysis, we would calculate the disparity index using use-of-force events to the number of face-to-face, police–community interactions. Unfortunately, demographic information cannot be reliably collected by the ELPD for each community interaction, a common issue in policing data.

**Table 6** presents the population and arrest base disparity indexes. Using this approach, the disparity index for Black community members is 6.15 across all use-of-force events, meaning that Black community members are involved in use-of-force incidents 6.15 times more often than White community members when using population as the baseline. By comparison, the disparity indexes using arrests as the baseline show that Black community members were involved in use-of-force incidents 1.20 times more often than White community members among those arrested. Therefore, the disparity indexes in **Table 7** show that use-of-force levels are closer to equal when examining those arrested compared to examining the population as a whole; however, there are still slightly elevated levels of use of force among Black community members compared with White community members when using arrests as the baseline.

**Table 6: Disparity indexes of use of force among Black community members compared to White, by different baseline populations**

Baseline Used	2016	2017	2018	2019	2020	01/2021 - 11/2021	01/2016 - 11/2021
Population	8.58	5.74	7.71	6.91	5.01	6.30	6.15
Arrests	1.32	1.13	1.23	1.24	0.85	1.08	1.20

Finally, we looked to assess disparity in arrest levels compared with population as a contributor to use of force compared with population. As detailed in **Table 7**, arrests among Black community members occur 5.21 times more often than arrests among White community members.

**Table 7: Disparity indexes of arrests among Black community members compared to White**

Baseline Used	2016	2017	2018	2019	2020	01/2021 - 11/2021	Total
Population	6.48	5.07	6.25	5.58	5.90	5.86	5.21

<sup>5</sup> For example, we note that not everyone arrested by the ELPD actually resides in East Lansing. As such, using the US Census population as a baseline statistic will underestimate the number of individuals who potentially could come into contact with an ELPD officer (i.e., a “community member” as defined in this report). The assessment team was not capable of removing non-East Lansing residents from the analyses; however, the results were unlikely to be significantly affected by this limitation. Furthermore, the US Census population values are estimates and come with a degree of error.

In examining these three disparity indexes, we can say that Black community members are arrested at higher rates than White community members, but within those arrests, use-of-force levels are closer to parity, although still elevated. It is worth noting that the disparity index measurements do not take into account any information about the specific incidents that involved use of force, nor the characteristics associated with force. The next section addresses some of those limitations.

### Racial Disparity in Characteristics Associated with Use of Force

As previously described in **Section 1**, the assessment team conducted a propensity score matching analysis to examine differences by race on whether or not a use of force occurred during an arrest, while controlling for several important characteristics. Furthermore, the assessment team also examined the full sample of use-of-force cases to identify characteristics that significantly relate to important outcomes associated with uses of force. The outcomes included the number of use-of-force activities used during the event; the number of officers involved during a use-of-force event; the most severe use-of-force activity used during the event; and whether a weapon was displayed or discharged during a use-of-force event. **Table 8** details the descriptive statistics associated with these outcomes by different community member demographic characteristics. **Table 9** presents the predicted values on the main outcomes specific to the difference between White and Black community members. Full regression models can be found in **Appendix G**. We discuss the significant differences across these characteristics using ANOVA analyses and results from the regression models.

Across the 7,143 arrests of East Lansing community members that occurred from January 2016 to mid-November 2021, a total of 876 resulted in a use of force (12.3 percent). Individuals who were arrested with a recorded unknown race accounted for the majority of these uses of force (17.2 percent) and experienced a significantly greater amount of uses of force compared to arrested Black (12.2 percent) and White (10.1 percent) community members. However, as previously noted, it is likely some amount of White or Black individuals are included within the unknown race category. Predicted margins for the Black group and its matched White comparison group indicates negligible differences between these two groups. After controlling for a number of characteristics, 10.8 percent of arrested Black community members experienced a use of force, compared to 10.7 percent of arrested White community members.

Somewhat surprisingly, a third (34.9 percent) of arrested individuals who were under the age of 18 experienced a use of force, which was significantly higher than the amount of force experienced by arrested 18- to 24-year-olds (11.0 percent), 25- to 34-year-olds (9.1 percent), and those 35 and older (8.8 percent). Use of force among arrested males (12.5 percent) was roughly twice as much as arrested females (6.9 percent). Finally, arrested White females had the lowest uses of force (6.1 percent), which was significantly lower compared to arrested White males (11.8 percent), Black males (13.4 percent), and unknown race males (11.8 percent). Arrested Black females (7.1 percent) also had low uses of force, which significantly differed from arrested White males (11.8 percent) and Black males (13.4 percent).

**Table 8: Amount of community members who experienced a use of force, by known characteristics at time of arrest**

	Number of Arrests	Use-of-Force Incident During Arrest Total n (%)	Number of Use-of-Force Activities Used Mean (SD)	Number of Officers Involved Mean (SD)	Most Severe Use of Force Used Mean (SD)	Taser or Firearm Displayed or Discharged Total n (%)
<b>Race</b>						
White	3,059	310 (10.1%) <sup>a</sup>	1.16 (0.38)	1.28 (0.91)	1.90 (0.85) <sup>a, b</sup>	95 (30.6%) <sup>a</sup>
Black	2,700	328 (12.2%) <sup>b</sup>	1.19 (0.44)	1.44 (1.27)	2.10 (0.85) <sup>a</sup>	128 (39.0%)
Other/Unknown Race	1,384	238 (17.2%) <sup>a, b</sup>	1.18 (0.42)	1.32 (0.88)	2.14 (0.84) <sup>b</sup>	97 (40.8%) <sup>a</sup>
<b>Age</b>						
Under 18 years old	192	67 (34.9%) <sup>a, b, c</sup>	1.16 (0.37)	1.63 (1.18)	2.22 (0.78) <sup>a</sup>	29 (43.3%)
18 to 24 years old	3,254	358 (11.0%) <sup>a</sup>	1.18 (0.42)	1.41 (1.02)	1.89 (0.86) <sup>a</sup>	112 (31.3%)
25 to 34 years old	1,988	180 (9.1%) <sup>b</sup>	1.16 (0.42)	1.50 (1.13)	2.06 (0.79)	60 (33.3%)
35 years or older	1,574	139 (8.8%) <sup>c</sup>	1.21 (0.41)	1.42 (0.88)	2.11 (0.82)	51 (36.7%)
<b>Sex</b>						
Female	1,817	125 (6.9%) <sup>a</sup>	1.21 (0.45)	1.30 (0.83)	2.06 (0.80)	44 (35.2%)
Male	5,225	652 (12.5%) <sup>a</sup>	1.18 (0.42)	1.36 (1.11)	2.00 (0.86)	230 (35.3%)
<b>Race x Sex</b>						
White male	2,146	254 (11.8%) <sup>c, d</sup>	1.16 (0.36)	1.35 (0.93)	1.88 (0.86) <sup>a</sup>	78 (30.7%)
White female	913	56 (6.1%) <sup>a, b, c</sup>	1.20 (0.44)	1.27 (0.82)	1.98 (0.80)	17 (30.4%)
Black male	2,150	288 (13.4%) <sup>b, e</sup>	1.19 (0.44)	1.45 (1.31)	2.11 (0.85) <sup>a</sup>	115 (39.9%)
Black female	548	39 (7.1%) <sup>d, e</sup>	1.18 (0.45)	1.36 (0.99)	2.00 (0.83)	13 (33.3%)
Other/Unknown Race male	929	110 (11.8%) <sup>a</sup>	1.23 (0.48)	1.28 (0.92)	1.98 (0.85)	37 (33.6%)
Other/Unknown Race female	356	30 (8.4%)	1.27 (0.45)	1.27 (0.64)	2.30 (0.75)	14 (46.7%)
<b>Total</b>	<b>7,143</b>	<b>876 (12.3%)</b>	<b>1.18 (0.41)</b>	<b>1.35 (1.05)</b>	<b>2.04 (0.85)</b>	<b>320 (36.5%)</b>

Note: a, b, c, d, e = Differences are significant at  $p < .05$  for matched characteristics within outcome.

**Table 9: Predicted values on main outcomes, by racial group**

	White	Black	Unknown Race
<b>Outcomes</b>			
Use-of-force incident during arrest <sup>a</sup>	10.7%	10.8%	n/a
Number of use-of-force activities used <sup>b</sup>	1.14	1.19	1.21
Number of officers involved <sup>b</sup>	1.30	1.42	1.32
Most severe use of force used <sup>c</sup>	1.96	2.06	2.10
Taser or firearm displayed or discharged <sup>a</sup>	33.8%	37.7%	38.3%

Notes: Predicted margins after controlling for community age and sex characteristics and reasons for arrest. All differences were not statistically significant ( $p > .05$ ). a = logistic regression; b = Poisson regression; c = linear regression.

Across those 876 community members who experienced a use of force, the average count of use-of-force activities was 1.18 (SD=0.41), and approximately 1.35 (SD=1.05) officers were involved in the uses of force on average. No significant differences in the number of use-of-force activities used nor the number of involved officers were observed across the examined characteristics in ANOVA models. In the regression, females were found to have roughly 2 percent more use-of-force activities used compared to males (IIR=1.02,  $p < .001$ ). After controlling for a number of characteristics in the regression models, Black community members experienced 1.19 use-of-force activities, White community members experienced 1.14, and unknown race community members experienced 1.21, all of which were not significantly different from each other. Similar findings were observed for the amount of officers. After controlling for a number of characteristics in the regression models, roughly 1.42 officers participated in uses of force involving Black community members, 1.30 participated in those with White community members, and 1.32 were involved in those with a community member whose race was not recorded, all of which were not significantly different from each other.

The outcome measuring the most severe level of use of force used is defined in **Section 1**. There were significant differences by race in the ANOVA analyses on the severity of the use of force, but not in the regression analysis. Community members who were White experienced the lowest levels of force (M=1.90, SD=0.85), a significantly different amount than community members who were Black (M=2.10, SD=0.85) and community members with an unknown race (M=2.14, SD=0.84). When controlling for a number of characteristics in the regression model, these differences become nonsignificant, with predicted margins of 1.96, 2.06, and 2.10 for White, Black, and unknown race community members, respectively. On the other hand, both the ANOVA and regression models observed significant difference between the severity of use of force among community members under 18 years old compared to those 18 to 24 years old. Those under 18 had an average severity score of 2.22 (SD=0.78), the highest amount across the age groups. This value significantly differed from those who were 18 to 24 years old, who had a severity value of 1.89 (SD=0.86).

The final model examined the degree a weapon was used during a use-of-force event. While ANOVA models observed significant differences in White community members (30.6 percent) compared to

those with unknown race (40.8 percent) on the use of a weapon, this difference was not significant in the regression models that controlled for other factors. The predicted margins in the regression models noted that 33.8 percent of White community members, 37.7 percent of Black community members, and 38.3 percent of community members with an unknown race experienced a weapon use during their use-of-force event.

To summarize, five outcomes associated with uses of force were examined. They included an examination of the use of force during arrests with special focus on differences between Black and White community members; the relationships that demographic and event characteristics had on the number of use-of-force activities used during an event; the number of officers involved in a use of force; the severity of the use of force; and the use of firearm weapons.

Although differences were noted descriptively, more rigorous regression models that controlled for several other factors found no significant racial differences in these outcomes. Significant differences from the regression models were observed in only a few instances: females had slightly more use-of-force activities applied to them than males, although they received less use of force overall, and the use of force applied to those under 18 years old was significantly more severe than that applied to 18- to 24-year-olds.

Though not discussed above, the analysis team found significant differences on these outcomes in the reason for the contact and criminal charge. These are detailed in full in **Table G.3 in Appendix G**.

**Finding 56: Twenty-two percent of ELPD officers were involved in 7.5 or more use-of-force events per year during the period analyzed.**

Seventeen ELPD officers (22 percent) have been involved in use-of-force events considerably more often than their peers. While certain job duties, assignments, or involvement in particular responses can provide reasonable explanations for officers being more frequently involved in use-of-force incidents, these outliers should be reviewed and evaluated regularly.

**Recommendation 56: The ELPD should continue to review the records and patterns of behavior of officers with high levels of use of force to understand why they are involved in use of force more frequently than typical, and if necessary, refer officers for appropriate interventions, including refresher training.**

**Finding 57: One-quarter of the use-of-force events involved disorderly conduct and/or a mental health investigation, while arrests that involved offenses against family and children, burglary/home invasion, and obstruction-type events resulted in a use of force more than 50 percent of the time.**

Within the 876 community members who experienced a use of force and across the 1,347 associated reasons or charges for the police contact, disorderly conducts and/or mental health investigations accounted for one-fourth of the distribution (26 percent). That said, within arrests, events where the community member obstructed, fled, eluded, or resisted an officer resulted in the greatest amount of use of force (91 of 117 arrests, 78 percent), followed by arrests from a burglary or home invasion (41

of 69 arrests, 59 percent), and offenses against family and children (26 of 47 arrests, 55 percent). The ELPD would benefit from informing officers about these trends and ways to lessen the likelihood of a use of force from occurring.

**Recommendation 57: The ELPD should further investigate why uses of force are more likely in specific arrests and why disorderly conduct makes up the majority of use-of-force events. The ELPD would benefit from informing officers about these trends and ways to lessen the likelihood of a use of force from occurring.**

**Finding 58: The ELPD predominately uses low levels of force in its use-of-force events; however, displaying a firearm weapon accounts for a quarter of uses of force.**

Physical use-of-force methods—such as handcuffing, a control hold or takedown, or other physical contact—corresponded to 62 percent of all the types of uses of force that were used. Chemical sprays and tasers accounted for 8 percent. More serious types of force—such as the use of canines, special response teams, and weapon displays or discharges—made up 26 percent, although weapon displays alone accounted for 24 percent in total.

**Recommendation 58: The ELPD should further investigate why officers display their weapons so frequently, and refer officers for appropriate interventions, including refresher training, if review identifies unnecessary use of weapon displays.**

**Finding 59: Analyses examining differences in uses of force by racial categories produce mixed findings.**

As seen in **Figure 29** and with the disparity indexes presented in **Table 6** and **Table 7**, Black community members are arrested more often and have force used against them more frequently than would be predicted based on their proportion of East Lansing’s population compared with White community members. However, population is a poor baseline comparison for use of force as it does not account for potential disparities in overall contacts or arrests. The disparity index using arrests as the baseline indicates that, among those arrested, use-of-force levels are closer to parity, although still somewhat elevated for Black community members compared with White community members. The ELPD should therefore evaluate its enforcement practices to determine potential explanations for the disparities of use of force in arrests.<sup>6</sup>

More rigorous analyses that created statistically equal Black and White groups based on event characteristics and other demographics found that Black and White East Lansing community members experience the same amount of uses of force during an arrest. After controlling for a

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<sup>6</sup> Disparities in arrests should not be dismissed whole-cloth by noting disparities of the number of crime reports in specific areas of a city. Other explanations, even within higher crime areas, should be considered. See, for example, Goff et al. (2014).

number of characteristics, 10.8 percent of arrested Black community members experienced a use of force, compared to 10.7 percent of arrested White community members.

**Recommendation 59: The ELPD should further explore the reasons for differences in uses of force in arrests by race and, where necessary, take remedial action.**

**Finding 60: No demographic differences were observed in models examining the number of use-of-force activities used nor the number of officers involved, aside from females having 1.02 times more use-of-force activities used compared to males during an event.**

No significant differences in the number of use-of-force activities used or the number of involved officers were observed across the examined characteristics in ANOVA models. In a regression analysis, females were found to have roughly 2 percent more use-of-force activities used compared to males (IIR=1.02,  $p < .001$ ).

**Recommendation 60: Specific to approaches across different demographics of community members, the ELPD should continue in how it trains officers on the amount of different applications of force and amount of responding officers.**

**Finding 61: Significant differences in demographics were observed in descriptive models examining the severity of use-of-force levels and events where a taser or firearm were displayed or discharged, although these differences were negligible once addition controls were included in regression analyses.**

There were significant differences by race in the ANOVA analyses on the severity of the use of force, but not in the regression analysis that controlled for a number of important factors. On the other hand, both the ANOVA and regression models observed significant difference between the severity of use of force among community members under 18 years old compared to those 18 to 24 years old.

ANOVA models observed significant differences in White community members compared to those with unknown race on the use of a weapon, but this difference was not significant in the regression models that controlled for other factors.

**Recommendation 61: Specific to approaches across different demographics of community members, the ELPD should continue in how it trains officers on the different applications of more serious force and use of a weapon.**

## Section 7: Early Intervention System

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This section is intended to advise the ELPD on the implementation of an employee early intervention system. First, we provide a brief review of the literature on EIS to establish an overall understanding of the concept and operations of EIS. We then provide findings and actionable recommendations based on an assessment of ELPD Policy 200-7 (*Early Warning System*), EIS training, and an interview with the department's EIS administrator and a consultant from Guardian Tracking, ELPD's current EIS vendor. Below we detail our findings, analysis, and actionable recommendations. The following key findings identified in our review of issues surrounding ELPD's EIS are noted:

- The ELPD's aggregate-threshold approach to its EIS is overall reasonable given agency characteristics.
- Despite being considered wellness oriented, the ELPD's EIS approach has the potential to be considered disciplinary.
- The ELPD unnecessarily limits the input of officers' direct supervisors in evaluating and acting upon an EIS alert.
- The ELPD's EIS approach can be expanded to include a peer-comparison element.
- ELPD Policy 200-7 (*Early Warning System*) should be revised.
- The training on EIS focuses on the technical process of navigating the Guardian Tracking software.

### EIS literature review

Early intervention systems were first implemented in the 1970s, and since that time have spread to agencies across the country (Shjarback, 2015; Walker et al., 2000). For instance, of the 540 local, county, or regional police departments with 100 or more officers in 2021, 69.3 percent of them had an EIS, whereas for the 87 agencies with 500 or more officers, this figure was 80.5 percent (CCJ, 2021). EIS is also considered a best practice, with many prominent bodies—including the US Commission on Civil Rights, the Commission on Accreditation for Law Enforcement Agencies, and the US Department of Justice—having previously recommended the adoption of such systems (Helsby et al., 2018).

The concept of EIS is largely driven by statistical evidence that a large percentage of complaints, uses of force, and negative interactions can be attributed to a small percentage of officers (United States Commission on Civil Rights, 1981; Walker, 2003; Walker & Archbold, 2018). An EIS can therefore provide a “data-based police management tool designed to identify officers whose behavior is problematic and provide a form of intervention to correct that performance” (Walker et al., 2001). Based on this description, an EIS has two components: (1) identification and (2) intervention.



For the first component (identification), an agency must consider not only who they identify as potentially problematic but also which indicators they will use to make that determination. However, there is no standard EIS approach across agencies, and there is great variation with respect to both the performance indicators being tracked and the thresholds for being considered potentially problematic (Gullion & King, 2020). For instance, EIS frequently include indicators such as use-of-force incidents and citizen complaints, though other agencies may also track officer-involved shootings, high-speed pursuits, and traffic accidents, among others (Alpert & Walker, 2000). The thresholds used to identify officers for intervention also vary. Agencies may use department-level thresholds, performance indicator ratios, or peer-officer average thresholds (Lersch et al., 2006; Russek & Fitzpatrick, 2021; Uchida et al., 2014). Recently, agencies have begun using predictive models of EIS, identifying outcome metrics to avoid (e.g., a sustained use-of-force violation), identifying behavioral precursors to such outcomes, and intervening with officers who demonstrate precursor behaviors.

There is similar variation in the second component of EIS (intervention). Common interventions include informal discussions with supervisors, formal counseling from supervisors, and specialized training (Worden et al., 2013; Walker & Archbold, 2018). However, other agencies may incorporate a more formal workplan and oversight process, representing a progressive escalation of interventions (for example, see Herron, 2017). Overall, the goal is for the intervention to lead to behavioral change in the officer, either through greater supervisor oversight, through ensuring the well-being of the officer, or some combination as necessary. Regardless, EIS should be designed as a nondisciplinary approach and aim to intervene before disciplinary responses are necessary (Engel et al., 2020; Walker, 2003; Walker et al., 2001).

Although commonly used, empirical evaluations of EISs' effectiveness have remained largely sparse and there has been mixed evidence as to the extent of their effectiveness. For instance, Gullion and King (2020) conducted a review of literature that assessed EISs' effectiveness, noting overall successful findings though also recognizing the narrow set of outcomes typically assessed (use of force and complaints). Furthermore, even such positive results may not be attributable to EIS (Worden et al., 2013), and further research will be necessary to fully explore the range of EISs' effectiveness. Future research will also need to further explore the appropriateness of predictor variables, as statistical distribution will always result in some officers being considered far above or below average, though these may not always be the same officers over time (Worden et al., 2013).

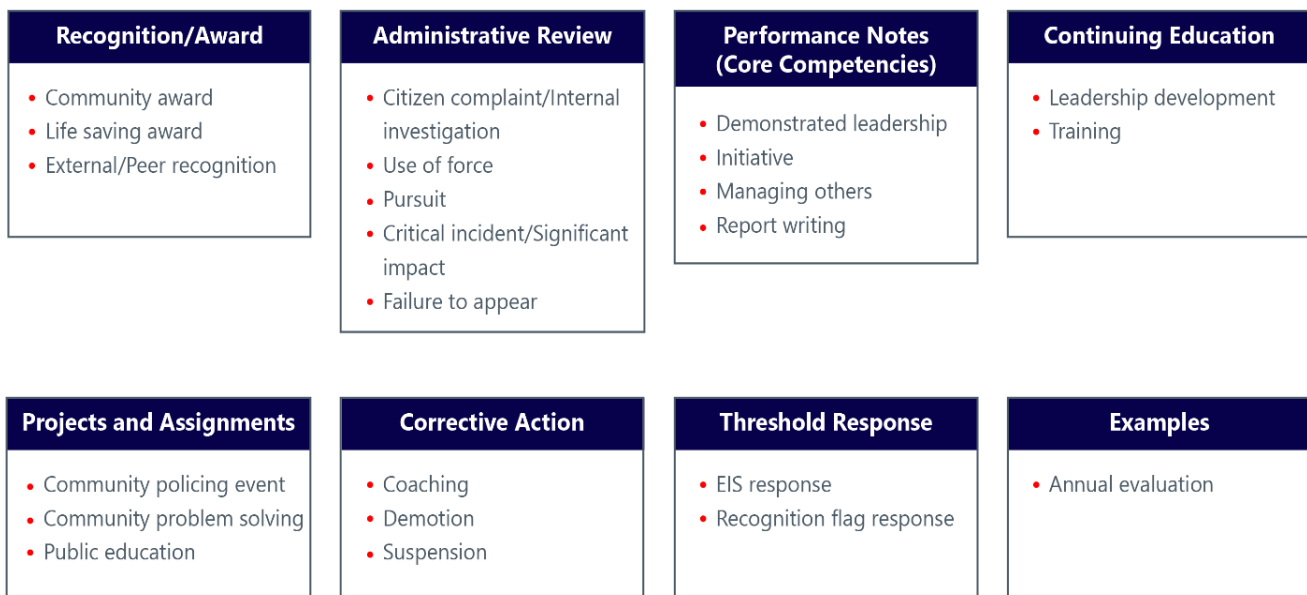
It is with this background that we evaluate the East Lansing's EIS system. However, we must also consider the organizational characteristics of the ELPD and place the department's system within the context of those characteristics. For instance, the ELPD is a relatively small agency, with 49 officers. Furthermore, traditional predictor variables in the form of use of force and complaints are also sparse, since the department has roughly 12 uses of force per month and 16 complaints per year. Therefore, more sophisticated EIS approaches (including data-driven peer comparison and predictive analysis) are not possible at the individual officer level. As a result, the ELPD incorporates a threshold-based EIS approach using software developed by Guardian Tracking. The system uses several indicator criteria and employs aggregate score thresholds to trigger a review of the officer. We now move to specific findings and recommendations regarding the ELPD's EIS program.

## Review of policy and procedures

**Finding 62: The ELPD’s aggregate-threshold approach to EIS is overall reasonable given the agency characteristics.**

By their nature, EISs are data-driven management tools for supervisors to identify potentially problematic officers that are considered outliers compared with other officers in the department. However, as with any data-driven tool, there must be sufficient data collected to make statistical inferences. The ELPD has a total of 49 officers, meaning that the data points traditionally relied on for EISs (uses of force and administrative complaints) are relatively rare, limiting statistical power to find meaningful trends. Thus, the ELPD has created an aggregate-threshold approach that includes the following categories of variables and a nonexhaustive list of example data points within each category:

**Figure 30: ELPD EIS categories for aggregate-threshold approach**



Using these, the ELPD sets each category’s relative weight in triggering an EIS alert (as well as the relative weight of each captured data point in creating an alert). In this way, a single variable does not act as its own threshold break but rather requires some combination of problematic behaviors.

Furthermore, as part of the ELPD’s desire to formally document conversations between supervisors and officers, the EIS is used as a repository for all comments (positive, neutral, and negative), allowing system administrators to gain a full understanding of the officer’s history when evaluating an alert. This also allows supervisors to routinely evaluate officers so that nothing about the officer’s behavior can slip past them.

Overall, we find this approach to be reasonable provided that routine auditing of the EIS is conducted. The ELPD has only recently implemented their EIS (January of 2022) and, in an August 2022 conversation, stated that thresholds have been broken only about four or five times, with only a single officer breaking thresholds more than once. During that conversation, the ELPD also stated they use an “aggressive threshold,” seeking to ensure that a sufficient number of officers are flagged for review. As part of their management of the overall system, the ELPD will need to determine whether the number of officers identified through the system (which, to date, has been approximately 10 percent of officers) is consistent with the goals of setting an “aggressive threshold.”

Furthermore, the ELPD will need to ensure that the information entered by supervisors as part of the formal documentation process is consistent with the agency’s goals. This includes ensuring that not only the scope of information is consistent with organizational expectations (e.g., uses of force, complaints, commendations), but also the tone (i.e., positive, neutral, and negative). During our conversation, we were informed that the agency attempts to include more positive comments than negative comments in order to recognize the good work of the ELPD officers. While we would support the department setting expectations that positive comments should certainly be captured, we caution against setting expectations that positive comments should outweigh negative comments. Instead, the department’s guidance should be that all nonroutine behavior (i.e., behavior, good or bad, that causes a supervisor to take specific notice) should be documented; what that proportion results in should not be predetermined. Therefore, when auditing the system, we recommend the EIS administrators evaluate both the content and tone to ensure that they reflect the guidance found in policy and training (though see below for further commentary on each of these).

As noted, the EIS has been used by the ELPD only since January of 2022—therefore, auditing may be difficult, and a long enough timeline will need to occur in order to adequately review the system and supervisory documentation within it. Presently, the ELPD anticipates a full year’s worth of data will need to be collected to make such assessments. We believe this will likely be a sufficient set of data to conduct an initial evaluation, though we recommend the ELPD conduct ongoing review, looking at specific years as well as how the system has been used over a longer timeline (once possible).

**Recommendation 62: The ELPD should ensure routine auditing of the system, evaluating the number of threshold breaks, as well as the content, tone, and use of the comments feature of the EIS. In doing so, the ELPD should ensure a sufficient timeline to make meaningful generalizations.**

**Finding 63: Despite being considered wellness oriented, the ELPD’s EIS approach has the potential to be considered disciplinary.**

In reviewing ELPD Policy 200-7 (*Early Warning System*), and in discussing the system with ELPD representatives, we note that some elements may be considered disciplinary without the necessary due process normally afforded to officers in disciplinary matters. For instance, officers may be mandatorily referred to the Employee Assistance Program (EAP) as well as undergo a mandatory Fitness for Duty evaluation. Officers may also be required to attend additional training depending on the alert created and the EIS administrators’ review of the officer. While these actions may certainly enhance an officer’s job skills, it should be remembered that EIS is only a pointer system—the officer has not actually been found to have violated policy and is only considered *potentially* problematic. As such, we caution against having required behavioral remedies without a formal finding of a sustained violation of policy. By mandating interventions upon the officer, the ELPD may undermine the legitimacy of the system as wellness oriented and instead make officers feel they are being unfairly punished. Just as current standards in policing stress voluntary compliance from community members, so too should the EIS attempt to gain voluntary compliance with the interventions through a collaborative and open discussion with the officer.

We note that in our conversation with ELPD we did not get the sense that officers consider the EIS to actually be disciplinary, but quite the opposite—the ELPD represented that officers accept the system as a benefit and that only a single issue has been raised by officers’ collective bargaining representatives. However, as noted above, the system is relatively new and officer perceptions will need to be audited going forward to ensure that, should ELPD maintain the mandatory nature of some EIS interventions, officers do not feel as though they are being punished.

**Recommendation 63: The ELPD should consider removing mandatory interventions and focus instead on gaining voluntary compliance from officers.**

**Finding 64: The ELPD unnecessarily limits the input of officers’ direct supervisors in evaluating and acting upon an EIS alert.**

When an officer breaks an EIS threshold, it is reviewed by the EIS administrator who then assesses the officer and determines an appropriate intervention. In speaking with ELPD, we were informed that supervisors are not automatically involved in this process, though they may be if determined to be necessary. This is because due to the size of the department, the EIS administrators are already familiar with the officer. While this is likely true, the direct supervisor sees the officer’s day-to-day activities and is likely more attuned to the particulars of the officer’s personality. Therefore, the direct supervisor has important information that can inform the review and intervention process, and we recommend that consultation with the direct supervisor happens for all EIS alerts.

**Recommendation 64: The ELPD should ensure that direct supervisors are involved in evaluating and acting upon each EIS alert.**

**Finding 65: The ELPD’s EIS approach can be expanded to include a peer-comparison element.**

As noted above, the size of the ELPD impacts the extent of data that can be collected on officers to make statistical inferences and, therefore, the department has instead focused on using aggregate thresholds. However, the fact that a longer timeline would be necessary to collect sufficient data only impacts the immediacy by which the department can identify such trends—it does not preclude them from identifying trends altogether. Peer comparisons are most often used to identify officers who, compared to other similarly situated officers, use a greater proportion of force, receive a greater proportion of complaints, or any other commonly collected EIS variables. Whereas direct comparison (i.e., officer to officer) may not be possible, the ELPD may instead choose to compare to overall departmental averages for certain assignments over a longer timeline. For instance, rather than comparing against officers *currently* working the night shift, ELPD may calculate averages for the night shift over the past five years and compare officers against that. As with the above, this would require additional auditing and fine-tuning to get the process just right.

**Recommendation 65: The ELPD should incorporate a peer-comparison element to its EIS approach.**

**Finding 66: ELPD Policy 200-7 (*Early Warning System*) should be revised.**

In reviewing ELPD Policy 200-7 (*Early Warning System*), there are a number of elements either significantly deficient or absent altogether. For instance, the policy oftentimes uses boilerplate language and does not consistently identify the individuals responsible for each step in the identification, validation, review, and intervention process. Furthermore, the policy is missing key elements of a good EIS policy, including what thresholds officers should expect will trigger a review, how reviews are validated and who conducts such reviews, how supervisors are supposed to evaluate flagged officers, what officers’ options are for participating in the process, the range of available intervention options, and the process for post-intervention monitoring. Whereas we discuss many of these issues individually below, the overall policy should be subjected to a comprehensive overhaul and account for each consideration in the EIS process.

**Recommendation 66: The ELPD should engage in a comprehensive overhaul of ELPD Policy 200-7 (*Early Warning System*).**

**Finding 67: ELPD Policy 200-7 (*Early Warning System*) does not provide sufficient guidance to supervisors.**

At its core, an EIS is designed to be a supervisory tool for effectively managing officers (Alpert & Walker, 2000). In order to best use the tool, there should be clear expectations set for supervisors as to how they are supposed to use the EIS to proactively identify officers of concern—an area where this policy is largely silent. For instance, there is no requirement for supervisors to review the EIS data as part of routine performance evaluations or a requirement to review new officers under the supervisor’s command. Although certain sections of the policy require the supervisor to enter data into the EIS, there is no corresponding data-review section. To highlight this point, we look to the “Supervisory Responsibilities” section of the policy. The language within this section reads as such:

1. *Supervisors are responsible for monitoring employees' behaviors and performance. Assuring the employee is provided with the opportunity to be successful in their duties is a key function of the supervisor.*
2. *Supervisors shall intervene and correct any behavior or action they witness or are made aware of that is outside the standards of the East Lansing Police Department.*
  - a. *This can be done as low-level coaching session or may rise to a formal request for discipline. All instances should be documented in the [EIS].*

For both major points in this section, the language is extremely vague and does not indicate any additional responsibilities outside of routine supervision actions (i.e., monitoring behavior, providing tools for success, and intervening in the event of policy violations). Subsection 2.a requires documentation, an affirmative step that the supervisor must take—however, given this is the entirety of the “Supervisory Responsibilities” section, a single prescriptive action does not provide enough guidance for supervisors as to what they should be doing.

**Recommendation 67: ELPD Policy 200-7 (Early Warning System) should provide greater guidance to supervisors on their responsibilities for evaluating officers.**

**Finding 68: ELPD Policy 200-7 (Early Warning System) does not provide sufficient guidance to EIS administrators.**

To the policy’s credit, it includes insights as to *what* an EIS administrator might look at with respect to evaluating an officer. For instance, Section 3.A.2 lists several elements that should be documented and monitored, including complaints, use-of-force incidents, and performance-based incidents (e.g., at-fault accidents, damage to department/city property, pursuits, lawsuits and claims, reports for resisting arrest and obstruction, assaults on the officer, officer injury reports, workers’ comp claims, and sick leave). Each of these are conventional points of review and consistent with other agencies.

However, the deliberative mindset necessary for an effective EIS requires additional elaboration so that EIS administrators know *how* to look at the underlying data. In some respect, this is touched upon in Section 3.A.4 which states:

*Data collected and entered in the [EIS] shall be compared to historical data and norms of employees working in like positions. Just being outside the norms will not be conclusive for intervention. The department recognizes that the totality of circumstances should be weighed in all decisions governing the means of intervention.*

Despite this, the policy does not provide a process by which EIS administrators are supposed to consider each of these things other than by the “totality of circumstances” (i.e., whether certain elements should be afforded greater weight given the nature of the alert and the officers’ characteristics). This also does not provide sufficient guidance on the criteria for determining which behaviors and performance warrant further review, and therefore may lead to inconsistencies in the system. We note here that this might be addressed during training, though we also refer the reader to our findings related to the failure of ELPD’s EIS training to have incorporated this.

**Recommendation 68: The ELPD should revise ELPD Policy 200-7 (Early Warning System) to provide greater guidance to EIS administrators on evaluating alerts.**

**Finding 69: ELPD Policy 200-7 (*Early Warning System*) does not provide sufficient information for officers regarding the system.**

Although EISs are primarily designed as a tool for supervisors, the success of such systems is impacted by the degree of trust and buy-in from officers. For instance, Walker explains that EIS can be a “source of discontent among rank-and-file officers and supervisors,” with some viewing it as a “big brother” or “gotcha” system (Walker, 2012; Walker et al., 2007). In order to foster trust, agencies must be transparent about what the EIS process is and what they should expect of it. This is consistent with concepts of transparency and overall organizational justice (see, for example, Bradford, et. al., 2014). In reviewing the policy, we do not find that it provides the degree of information about how they might be identified, flagged, reviewed, and entered into the intervention process. This may lead to perceptions that the EIS is inconsistent and subjective, creating discontent with the process and ultimately undermining confidence in the system. At the most basic level, the policy needs to clearly state the criteria by which an officer is flagged for review so that all officers have a clear and consistent understanding of when they will be subjected to an enhanced supervisory review.

Furthermore, the policy needs to be clearer as to an officer’s options when participating in the EIS process. Most EISs are designed to be nondisciplinary and instead take on a preventative nature (Engel et al., 2020; Walker, 2003; Walker et al., 2001). However, as noted above, there is the potential for EIS to be viewed as disciplinary and, if ELPD decides to continue the practice of having some interventions as mandatory, these should be spelled out in the policy.

**Recommendation 69: The ELPD should clearly spell out the EIS process and officers’ options when participating in the process.**

**Finding 70: ELPD Policy 200-7 (*Early Warning System*) does not provide sufficient guidance on the range of intervention options for officers.**

In reviewing ELPD Policy 200-7 (*Early Warning System*), only two interventions are explicitly listed (“EAP” and “low-level coaching session”). The use of training as an intervention is also alluded to, though this is referred to as “training in lieu of discipline” (see also above regarding the use of EIS as a disciplinary tool). The policy therefore does not provide insight into the range of intervention options that supervisors might have at their disposal, including formal monitoring plans, peer mentoring, reassignment, or specific options that might fall under EAP (including substance abuse counseling, financial counseling, or marriage counseling). Although supervisors may be aware that these services exist, they should be explicitly listed within the policy in order for supervisors to have a single reference point for their options under EIS.

**Recommendation 70: The ELPD should revise ELPD Policy 200-7 (*Early Warning System*) to provide greater guidance on the range of intervention options.**

**Finding 71: The training on EIS focuses on the technical process of navigating the Guardian Tracking software.**

In reviewing the training on EIS, we note that it primarily focuses on the technical process for setting thresholds, documenting supervisor comments, reviewing alerts, and other administrative tasks. While this is good training for ensuring data consistency and reliability, it does not provide guidance for interpreting data within EIS or holding the oftentimes difficult but crucial conversations with officers when determining an appropriate intervention. Furthermore, the training is from Guardian Tracking, potentially reducing the sense that ELPD has an EIS *program* and instead only has an EIS *platform*. Similar to our comments above regarding the EIS policy, the training should provide guidance on each step of the EIS process so that officers, supervisors, and EIS administrators know their roles and responsibilities as well as what they should expect when an EIS alert is raised. In addition to the training videos we observed, Guardian Tracking has also provided a “Guide to an Effective EIS” tutorial document. While the tutorial provides a good theoretical guide to EISs, it is a paper-based document and therefore isn’t interactive training.

**Recommendation 71: The ELPD should provide department-initiated training on EIS that includes guidance on officer, supervisor, and EIS administrator roles and responsibilities for the EIS process.**



## Conclusion

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The City of East Lansing and the ELPD are to be commended for their proactive participation in this fair and impartial policing assessment. Such proactive participation demonstrates a desire for continual improvement and a recognition that the field of policing is experiencing significant and necessary changes. Fair and impartial policing is central to any law enforcement agency that wants to be considered legitimate and trustworthy. ELPD's particular interest in topics such as their EIS signifies the emphasis that the department is placing on accountability. The ELPD was engaged and cooperative throughout the course of this assessment.

The CNA assessment team offered 72 findings with associated 92 recommendations for making improvements related to fair and impartial policing. These findings and recommendations are based on an extensive document review, administrative data analysis, interviews, an employee survey, and a community listening session. In this report, the assessment team noted many ways that the ELPD can improve its fair and impartial policing practices. When applicable, the assessment team also noted practices that the ELPD is currently doing well.

This assessment represents an important step for the City of East Lansing and the ELPD toward improving fair and impartial policing practices. However, a crucial next step will be working to implement and sustain the recommendations made in this report.

**Finding 72: An independent, objective, and ongoing assessment of ELPD's progress toward the recommendations in Appendix E in this report will be crucial to the implementation and sustainment of the proposed changes.**

To assist ELPD, an audit firm should provide insight over a 12- to 18-month period. During this timeframe, the audit firm can document the implementation of the recommendations provided in this report. The activities and tasks the audit firm should conduct may include the following:

- Work with the ELPD and city leaders to prioritize the implementation of the recommendations.
- Work with the ELPD and city leaders to identify the prioritization and implementation of steps for each recommendation.
- Work with ELPD to identify the resources necessary to implement each recommendation.
- Track and document ELPD's progress toward implementing each recommendation.
- Provide technical assistance as needed (e.g., subject expertise, assistance identifying potential funding sources, website development assistance, training curriculum development, staffing analysis) to support ELPD in implementing recommendations.
- Work with ELPD and city leaders to develop and release quarterly progress updates.

**Recommendation 72: ELPD and city leaders should engage an independent audit firm to track and monitor progress toward implementing the recommendations of this report.**

# Appendix A: Acronyms

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Acronym	Definition
ANOVA	Analysis of Variance
CAD	Computer-Aided Dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies
CBA	Collective Bargaining Agreement
CIT	Crisis Intervention Team
DEI	Diversity, Equity, and Inclusion
DUI	Driving Under the Influence
EIS	Early Intervention System
ELPD	East Lansing Police Department
FOIA	Freedom of Information Act
IRR	Incident Rate Ratio
IPOC	Independent Police Oversight Commission
M	Mean (average)
MFF	Mobile Field Force
MSU	Michigan State University
N	Sample Size (count)
OR	Odds Ratio
PERF	Police Executive Research Forum
PIO	Public Information Officer
RFR	Response to Resistance
SD	Standard Deviation
SE	Standard Error
STAR	Statistical Traffic Analysis Report

## Appendix B: References

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# Appendix C: Data Reviewed by Assessment Team

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Document
ELPD Arrest Data
ELPD Calls for Service Data
ELPD Complaints Data
ELPD List of Sworn Personnel
ELPD Traffic Stop Data
ELPD Use of Force Data
Relevant ELPD Policies (see Appendix D)
Relevant ELPD Training Documents
Early Intervention System Training and Dashboard

## Appendix D: Policies Reviewed by Assessment Team

Policy Number	Policy Subject
3-20	Civil Disorders
6-16	Domestic Violence
10-20	Sexual Harassment
12-20	Response to Resistance
39-20	Training
47-13	Social Networking/Social Media
55-17	Surveillance Technology Acquisition & Use
100-3	Complaint Intake and Management
100-6	Code of Conduct
100-7	Organization
100-8	Fair and Impartial Policing
100-12	Media Relations/Officer Involved Critical Incident Information Sharing
100-16	Training Records/Criteria
100-18	Field Training Program
100-19	Training of Newly Promoted Personnel
100-20	Remedial Training
100-21	Annual In-Service Training
100-26	Training and Qualification
200-6	Performance Evaluation
200-7	Early Warning System
300-1	Warrantless Searches
300-3	Adult Arrests and Alternate Care
300-5	Search Warrants and Strip Body Cavity Searches
300-21	Interacting with people who have mental illness/EIP
300-22	Mobile Video Recorder
300-23	Mobile Data Computers
300-26	Enforcement Options
400-2	Criminal Investigation – Eyewitness Identification
400-11	Juvenile Matters
500-1	Prisoner Transportation
500-3	Lockup Facility



## Appendix E: Table of Findings and Recommendations

Finding No.	Finding	Recommendation
1	The manual entry of information into the ELPD use of force report creates data inconsistencies.	1: The ELPD should either create a documentation guidebook that details data entry associated with use of force events or pursue the implementation of a new use of force reporting system that allows for better information entry, case tracking, review, analyses, and summary report creation.
2	ELPD does not collect all necessary information important to use of force events.	2: The ELPD should collect additional information about use of force events. This effort can be made certain by implementing a new use of force reporting system.
3	The method ELPD uses to record information pertaining to uses of force does not allow for each specific combination of event, involved officer, type of force, sustained injuries, and involved community member to be assessed.	3: The ELPD should pursue implementation of a new use of force reporting system that allows for better information entry, case tracking, review, analyses, and summary report creation.
4	Demographic information collected during a traffic stop cannot easily be connected to traffic stop information in the calls for service database.	4: The ELPD should continue collecting as much information associated with traffic stops as possible, including the date, time, involved officer, reason for the stop, details on the stop, and demographic information of the driver. The ELPD should incorporate unique identifiers into these data, ideally the CAD number associated with calls for service data.
5	Several ELPD policies appear to use boilerplate language that is not sufficiently tailored to ELPD.	<p>5.1: When using sample policy language as a starting point, the ELPD should ensure that policy language is sufficiently tailored to the processes of ELPD. Procedures that are not relevant to ELPD should be removed from policy.</p> <p>5.2: The ELPD should consider revising its policies to ensure that all policies refer to the “East Lansing Police Department” or “ELPD” throughout the policy, rather than simply stating “The Department.”</p>

Finding No.	Finding	Recommendation
6	Several ELPD policies are poorly written.	6: ELPD should use language in its policies that state officers “will” or “shall” perform a function rather than language such as officers “are expected” or “should” perform a function.
7	Some ELPD policies include language that serves as an accountability escape clause.	7: ELPD should revise policies that include “escape clause” language in order to be able to hold officers accountable who violate ELPD policy.
8	Some ELPD processes rely on the discretion of the Chief of Police, which at times may be unnecessary or inappropriate.	8.1: ELPD Policy 100-3 ( <i>Complaint Intake and Management</i> ) should limit the role of the Chief of Police in complaints’ investigations to final decisions on discipline.  8.2: ELPD Policy 100-8 ( <i>Fair and Impartial Policing</i> ) should establish that a review of the department’s practices related to impartial policing efforts will be conducted annually.
9	ELPD Policy 200-6 ( <i>Performance Evaluation</i> ) relies on officers referencing collective bargaining agreements and does not adequately describe the performance evaluation process or the responsibilities of evaluators.	9: ELPD should revise Policy 200-6 ( <i>Performance Evaluation</i> ) by including specific information on the performance evaluation process from the CBA in the policy. If the policy references the CBA, the policy should reiterate what is stated in the CBA.
10	ELPD Policy 100-8 ( <i>Fair and Impartial Policing</i> ) is reasonable and can be strengthened with minor revisions.	10.1: ELPD should clarify the supervisor responsibilities and internal investigation process if an employee is found to have violated Policy 100-8 ( <i>Fair and Impartial Policing</i> ).  10.2: ELPD should specify in policy the reasons in which immigration status would be important to a criminal investigation in certain situations.
11	ELPD Policy 300-1 ( <i>Warrantless Searches</i> ) has the potential to have negative impacts on trust in the community.	11: ELPD should consider if they want to continue with warrantless searches or amend their policy to include requirement for written consent.
12	The statement in ELPD Policy 300-5 ( <i>Search Warrants and Strip Body Cavity Searches</i> ) on protecting constitutional rights could be strengthened.	12: The ELPD should include human a dignity and respect statement the addresses the respect for privacy.

Finding No.	Finding	Recommendation
13	Having language on compliance with legal requirements and ELPD expectations is crucial to include in department policy about stops, searches, and arrests.	13: Department leadership should also consider incorporating “duty to intervene” language into policy guidance.
14	While most ELPD employees feel the department procedures are communicated adequately, many do not believe all work procedures are fair and equal.	<p>14.1: The ELPD should review their existing performance evaluation process and reestablish a comprehensive performance review system in collaboration with employees.</p> <p>14.2: The ELPD should work with employees to revise their procedures for investigating department and citizen complaints.</p>
15	ELPD Policy 300-21 ( <i>Interacting with people who have mental illness/EIP</i> ) requires significant revision.	<p>15.1: ELPD should consider changing the name of ELPD Policy 300-21 (<i>Interacting with people who have mental illness/EIP</i>) to something to the effect of “Responding to Emotional/Mental Crisis” or “Responding to Individuals in Crisis.”</p> <p>15.2: ELPD should collaborate with local mental health professionals and community groups to craft a policy that is consistent with best practices.</p> <p>15.3: ELPD should expand the definitions section of ELPD Policy 300-21 (<i>Interacting with people who have mental illness/EIP</i>) to include additional key terms relevant to responding to persons experiencing mental health crises.</p> <p>15.4: ELPD Policy 300-21 (<i>Interacting with people who have mental illness/EIP</i>) should include specific crisis intervention training requirements and should indicate that – as feasible as possible – only officers trained in crisis intervention will be permitted to respond to calls for service involving persons in crisis.</p>
16	ELPD Policy 300-21 ( <i>Interacting with people who have mental illness/EIP</i> ) does not include a sanctity of life statement and does not sufficiently emphasize the importance of treatment over arrest throughout the policy.	<p>16.1: ELPD should include a statement at the very beginning of ELPD Policy 300-21 (<i>Interacting with people who have mental illness/EIP</i>) reaffirming the department’s commitment to protect and preserve human life.</p> <p>16.2: ELPD should reiterate the goal of treatment over arrest throughout ELPD Policy 300-21 (<i>Interacting with people who have mental illness/EIP</i>).</p>

Finding No.	Finding	Recommendation
17	ELPD Policy 300-21 ( <i>Interacting with people who have mental illness/EIP</i> ) is too broad in its scope and includes disabilities that are unrelated to mental health.	17: ELPD Policy 300-21 ( <i>Interacting with people who have mental illness/EIP</i> ) should be reserved specifically for responding to individuals experiencing mental health crises. Other impairments and disabilities should be addressed in separate policies.
18	ELPD Policy 400-11 ( <i>Juvenile Matters</i> ) predominantly focuses on processes and considerations for juvenile suspects and does not adequately explain processes and considerations for juvenile victims and witnesses.	18.1: ELPD Policy 400-11 ( <i>Juvenile Matters</i> ) should better explain processes and considerations for juvenile victims and witnesses.  18.2: ELPD Policy 400-11 ( <i>Juvenile Matters</i> ) should emphasize the department's commitment to the physical and emotional welfare of juveniles who are in the department's custody.
19	ELPD Policy 400-11's ( <i>Juvenile Matters</i> ) processes for parent/guardian notification and presence could be improved.	19.1: ELPD Policy 400-11 ( <i>Juvenile Matters</i> ) should emphasize the requirement for officers to notify a parent/guardian immediately when a juvenile is in custody at the beginning of the respective section in the policy. All efforts to notify a parent/guardian should be documented.  19.2: ELPD should make the presence of a parent/guardian a requirement for interviewing juveniles in custody.
20	ELPD Policies 100-12 ( <i>Media Relations/Officer Involved Critical Incident Information Sharing</i> ) and 47-13 ( <i>Social Networking/Social Media</i> ) do not indicate whether ELPD operates any official social media accounts or what the protocols would be for the operation of such accounts.	20: ELPD policies 100-12 ( <i>Media Relations/Officer Involved Critical Incident Information Sharing</i> ) and 47-13 ( <i>Social Networking/Social Media</i> ) should include specific guidelines regarding the operation of department-operated social media accounts.
21	ELPD Policy 100-12 ( <i>Media Relations/Officer Involved Critical Incident Information Sharing</i> ) appears to only address the release of information that would be considered bad or negative news.	21: ELPD Policy 100-12 ( <i>Media Relations/Officer Involved Critical Incident Information Sharing</i> ) should reference the release of information about positive things the department is doing. ELPD should not limit press releases just to negative news.

Finding No.	Finding	Recommendation
22	ELPD Policy 100-12 ( <i>Media Relations/Officer Involved Critical Incident Information Sharing</i> ) problematically allows for any officer to respond to media inquiries at the scene of an incident.	22.1: ELPD should only allow trained personnel to respond to media inquiries.  22.2: ELPD should consider training all personnel at the rank of Sergeant and above on responding to media inquiries so that they can do so in the absence of the PIO.
23	ELPD Policy 3-20 ( <i>Civil Disorders</i> ) requires significant revision. The current policy includes outdated practices and is not consistent with best practices.	23.1: ELPD should strongly consider separating ELPD Policy 3-20 ( <i>Civil Disorders</i> ) into three distinct policies for Crowd Management, Peaceful Protests, and Civil Disorder; Mobile Field Force Operations; and Incident Command.  23.2: ELPD should revise its crowd management policies by removing outdated operations and incorporating best practices for responding to demonstrations.
24	ELPD Policy 3-20 ( <i>Civil Disorders</i> ) would benefit from improved language and word choices throughout the policy.	24: ELPD should carefully review the language and word choices throughout ELPD Policy 3-20 ( <i>Civil Disorders</i> ), and where appropriate, make edits based on the suggestions described above.
25	ELPD Policy 3-20 ( <i>Civil Disorders</i> ) includes two separate sets of instructions for the use of force during demonstrations, which creates confusion.	25: To eliminate confusion regarding the use of force during demonstrations, sections 3.4 and 3.10 of ELPD Policy 3-20 ( <i>Civil Disorders</i> ) should be combined and mentioned early on in the policy.
26	ELPD Policy 3-20 ( <i>Civil Disorders</i> ) describes training for mobile field force personnel and rapid deployment squad personnel, but does not mention specific training on responding to demonstrations and incident command for line officers and command staff.	26.1: ELPD should ensure that all officers receive regular training on responding to demonstrations. ELPD should explore opportunities for training through the Center for Domestic Preparedness.  26.2: All ELPD command staff should receive training on the National Incident Management System.
27	Certain responsibilities in ELPD Policy 3-20 ( <i>Civil Disorders</i> ) are not assigned to the appropriate personnel.	27: ELPD should ensure that responsibilities related to the preparation for and managing of demonstrations are assigned to the appropriate personnel, such as an Incident Commander or member of command staff.

Finding No.	Finding	Recommendation
28	Several ELPD survey respondents noted that they often do not feel supported by community groups and local stakeholders.	28: ELPD should prioritize building community partnerships and fostering better relationships with their community.
29	Trust between community and police could further be strengthened.	29: The ELPD should engage their community with proactive community building activities, such as community listening sessions, ride-alongs, citizen training academy, among other positive police-community experiences.
30	The community perceives a disconnect between the ELPD and the City Counsel and Independent Police Oversight Commission.	30: ELPD, City Council and the Independent Police Oversight Commission should work to develop greater cooperation among these bodies.
31	Community members noted that there may be inadequate staff within the ELPD to respond to all calls for service.	31: ELPD should engage in an analysis to determine what their appropriate staffing levels should be based on the needs of the community.
32	Information about annual training related to fair and impartial policing is inadequate to determine if changes should be made.	32: ELPD should assess the contents of training related to fair and impartial policing and make changes as appropriate based on department and community needs.
33	Less Lethal and Defensive Tactics are high liability and should be addressed separately in policy.	33: ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) should be broken into new firearm, less lethal, and use of force policies.
34	The language in ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) is unclear, and it does not specifically state what encompasses the firearms training and assessment program.	34: ELPD should make revisions to ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) to include specifics that explain the requirements of the firearm training program and its related qualifications.
35	ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) should include stronger and more definitive language.	35: ELPD should review and update ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) to add clarifying language to areas that use general description terminology.

Finding No.	Finding	Recommendation
36	Language in ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) related to the firearms training section should be build out with additional details.	36: ELPD should develop areas of ELPD Policy 100-26 ( <i>[Firearms] Training and Qualification</i> ) that are key topics in firearm training to be fuller sections in the policy document.
37	ELPD has two separate policies that address similar topics in training (ELPD Policy 100-21 ( <i>Annual In-Service Training</i> ) and ELPD Policy 39-20 ( <i>Training</i> )).	37: ELPD Policy 39-20 ( <i>Training</i> ) should be combined with ELPD Policy 100-21 ( <i>Annual In-Service Training</i> ) to create one comprehensive training policy.
38	ELPD Policy 100-21 ( <i>Annual In-Service Training</i> ) has numerous areas that could use improvement and strengthening.	38: ELPD Policy 100-21 ( <i>Annual In-Service Training</i> ) should be updated to include clarifying details and language.
39	ELPD Policy 100-16 ( <i>Training Records/Criteria</i> ) covers the responsibility of the employee in assuring that they have been provided with access to adequate training.	39: The ELPD should consider adding a policy acknowledgment that confirms that all employees have full understanding of ELPD Policy 100-16 ( <i>Training Records/Criteria</i> ).
40	ELPD Policy 300-22 ( <i>Mobile Video Recorder</i> ) does not specify guidance or direct officer actions in more complex situations that may be unclear in policy (e.g. recording for each citizen encounter in a location where privacy exists such as residence).	40: ELPD Policy 300-22 ( <i>Mobile Video Recorder</i> ) should be revised to include specific guidance on how officers are to record citizens encounters and other situations where privacy may be present, (such as residences and other private locations). The department should also look to clarify other areas in policy that could help guide complex situations.
41	Overall, ELPD Policy 300-22 ( <i>Mobile Video Recorder</i> ) does provide a framework for the department's operations but could be improved in areas such that would strengthen clarity for procedures related to transparency and accountability.	41: ELPD should strengthen ELPD Policy 300-22 ( <i>Mobile Video Recorder</i> ) to include more details for important operational procedures and to address disciplinary actions in cases of non-compliance.

Finding No.	Finding	Recommendation
42	ELPD Policy 55-17 ( <i>Surveillance Technology Acquisition &amp; Use</i> ) does not reference training on the requirements of state and federal laws related to surveillance and video technology.	42.1: The department should also revise ELPD Policy 55-17 ( <i>Surveillance Technology Acquisition &amp; Use</i> ) and ELPD Policy 300-22 ( <i>Mobile Video Recorder</i> ) to include specific information on federal and local laws relevant to surveillance and video technology.  42.2: ELPD should review their policy with their community and updated policy language to address existing surveillance and privacy concerns.
43	ELPD Policy 55-17 ( <i>Surveillance Technology Acquisition &amp; Use</i> ) does not reference the use of investigation case reports to collect specific information on department technology use.	43: ELPD should amend ELPD Policy 55-17 ( <i>Surveillance Technology Acquisition &amp; Use</i> ) to address the use of case reports and specify its use during the operation of surveillance technology.
44	Overall, many of the policies related to technology are vague and left room for ambiguity and alternative interpretation.	44: ELPD should update ELPD Policy 55-17 ( <i>Surveillance Technology Acquisition &amp; Use</i> ) language with specific explanation and direction of officers.
45	Several ELPD survey respondents feel that training could be improved to help officers be prepared for some of the critical situations they face in the field.	45: ELPD should consider revising training for responding to critical situations using feedback from officers.
46	The East Lansing “DEI training” was a missed opportunity for police staff.	46: Need to reassess training around fair and impartial policing as well as procedural justice and other related concepts based on the needs of the department.
47	ELPD Policy 300-26 ( <i>[Traffic] Enforcement Options</i> ) is very comprehensive and provides good direction to officers.	47: The ELPD should maintain the practices outlined in ELPD Policy 300-26 ( <i>[Traffic] Enforcement Options</i> ) and should consider proactively reporting traffic safety data with the community.



Finding No.	Finding	Recommendation
48	White drivers accounted for the majority of traffic stops from August 2021 to July 2022, while Black drivers were the second most stopped individuals. The number of traffic stops declined from August 2021 to July 2022 by similar degrees across each racial group of the driver.	48: As traffic enforcement returns to normal operating levels, ELPD should closely monitor traffic stop data to ensure that different community groups aren't stopped at different levels or rates.
49	The amount of stops by race relative to the population indicates that Black drivers are stopped to a greater extent than White drivers; however, the veil of darkness analysis finds that Black drivers are stopped by a statistically non-significant magnitude of 1.08 compared to non-Black drivers. Furthermore, the risk of being stopped as a Black driver during the day light portion of the intertwillight period is similar to stops for Black drivers made during the dark period and this difference is not statistically different when compared to all other drivers.	49: The ELPD should maintain its current traffic enforcement practices and continue to review patterns in daytime and nighttime stops by racial categories to assess relative rates.
50	ELPD Policy 100-3 ( <i>Complaint Intake and Management</i> ) requires significant revision, as the policy does not adequately and clearly describe the complaint intake and management process.	<p>50.1: ELPD should revise ELPD Policy 100-3 (<i>Complaint Intake and Management</i>) to include a designated person or persons who are responsible for conducting internal investigations.</p> <p>50.2: Anybody conducting internal investigations for ELPD should be properly trained in internal investigative practices.</p> <p>50.3: ELPD Policy 100-3 (<i>Complaint Intake and Management</i>) should describe the specific investigative practices that the internal affairs investigator is responsible for performing as part of an internal investigation.</p>

Finding No.	Finding	Recommendation
51	Some components of ELPD Policy 100-3 ( <i>Complaint Intake and Management</i> ) threaten the integrity of the complaint investigation process.	51: ELPD should revise ELPD Policy 100-3 ( <i>Complaint Intake and Management</i> ) to establish that all allegations will be fully investigated based on the evidence, without consideration of the anonymity of the complainant.
52	ELPD Policy 12-20 ( <i>Response to Resistance</i> ) positively emphasizes the sanctity of life and the importance of de-escalation, but the policy can go a step further.	<p>52.1: ELPD Policy 12-20 (<i>Response to Resistance</i>) should require the use of de-escalation techniques to prevent the use of force, when possible and appropriate.</p> <p>52.2: ELPD Policy 12-20 (<i>Response to Resistance</i>) should provide personnel with specific examples of de-escalation techniques, such as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.</p> <p>52.3: ELPD Policy 12-20 (<i>Response to Resistance</i>) should reiterate the use of de-escalation techniques throughout the policy in order to establish that the use of de-escalation is a critical component of ELPD operations.</p> <p>52.4: ELPD should include a definition of “de-escalation” in its definitions’ section and should discuss de-escalation as a training requirement within the training section toward the end of the policy.</p>
53	Certain components of ELPD Policy 12-20 ( <i>Response to Resistance</i> ) could be strengthened by providing additional details about processes.	<p>53.1: ELPD should provide additional details about certain processes explained in ELPD Policy 12-20 (<i>Response to Resistance</i>).</p> <p>53.2: ELPD should develop a use of force reporting form that is completed by personnel after all uses of force.</p>
54	ELPD Policy 12-20 ( <i>Response to Resistance</i> ) does not provide a clear definition of “head stabilization” which can have problematic implications.	ELPD should clearly define behaviors associated with “Head Stabilization” in ELPD Policy 12-20 ( <i>Response to Resistance</i> ). If ELPD defines “head stabilization” to include such behaviors as choke holds or neck restraints, The department should stress that such use of force can only be used when deadly force is authorized.
55	Eighteen percent of ELPD officers were involved in three or more complaints during the period analyzed.	55: ELPD should review the records and patterns of the behavior of officers with high levels of complaints to understand why they are involved in complaints more frequently than typical, and if necessary, refer officers for appropriate interventions, including refresher training.

Finding No.	Finding	Recommendation
56	Twenty-two percent of ELPD officers were involved in 7.5 or more use of force events per year during the period analyzed.	56: The ELPD should continue to review the records and patterns of behavior of officers with high levels of use of force to understand why they are involved in use of force more frequently than typical, and if necessary, refer officers for appropriate interventions, including refresher training.
57	One-quarter of the use of force events involved disorderly conduct and/or a mental health investigation, while arrests that involved offenses against family and children, burglary/home invasion, and obstruction-type events each resulted in a use of force more than 50 percent of the time.	57: The ELPD should further investigate why uses of force are more likely in specific arrests and why disorderly conduct makes up the majority of use of force events. The ELPD would benefit by informing officers about these trends and ways to lessen the likelihood of a use of force from occurring.
58	The ELPD predominately uses low levels of force in its use of force events; however, displaying a firearm weapon accounts for a quarter of uses of force.	58: The ELPD should further investigate why officers display their weapons so frequently, and refer officers for appropriate interventions, including refresher training, if review identifies unnecessary use of weapon displays.
59	Analyses examining differences in uses of force by racial categories produce mixed findings.	59: The ELPD should further explore the reasons for differences in uses of force in arrests by race and, where necessary, take remedial action.
60	No demographic differences were observed in models examining the number of use of force activities used nor the number of officers involved; aside from females having 1.02 times more use of force activities used compared to males during an event.	60: Specific to approaches across different demographics of community members, the ELPD should continue in how it trains officers on the amount of different applications of force and amount of responding officers.

Finding No.	Finding	Recommendation
61	Significant differences in demographics were observed in descriptive models examining the severity of use of force levels and events where a taser or firearm were displayed or discharge; although these differences were negligible once addition controls were included in regression analyses.	61: Specific to approaches across different demographics of community members, the ELPD should continue in how it trains officers on the different applications of more serious force and use of a weapon.
62	The ELPD's aggregate-threshold approach to EIS is overall reasonable given the agency characteristics.	62: The ELPD should ensure routine auditing of the system, evaluating the number of threshold breaks, as well as the content, tone, and utilization of the comments feature of the EIS. In doing so, the ELPD should ensure a sufficient timeline to make meaningful generalizations.
63	Despite being considered wellness-oriented, the ELPD's EIS approach has the potential to be considered disciplinary.	63: The ELPD should consider removing mandatory interventions and focus instead on gaining voluntary compliance from officers.
64	The ELPD unnecessarily limits the input of officers' direct supervisors in evaluating and acting upon an EIS alert.	64: The ELPD should ensure that direct supervisors are involved in evaluating and acting upon each EIS alert.
65	The ELPD's EIS approach can be expanded to include a peer-comparison element.	65: The ELPD should incorporate a peer-comparison element to its EIS approach.
66	ELPD Policy 200-7 ( <i>Early Warning System</i> ) should be revised.	66: The ELPD should engage in a comprehensive overhaul of ELPD Policy 200-7 ( <i>Early Warning System</i> ).
67	ELPD Policy 200-7 ( <i>Early Warning System</i> ) does not provide sufficient guidance to supervisors.	67: ELPD Policy 200-7 ( <i>Early Warning System</i> ) should provide greater guidance to supervisors on their responsibilities for evaluating officers.
68	ELPD Policy 200-7 ( <i>Early Warning System</i> ) does not provide sufficient guidance to EIS administrators.	68: The ELPD should revise ELPD Policy 200-7 ( <i>Early Warning System</i> ) to provide greater guidance to EIS administrators on evaluating alerts.

Finding No.	Finding	Recommendation
69	ELPD Policy 200-7 ( <i>Early Warning System</i> ) does not provide sufficient information for officers regarding the system.	69: The ELPD should clearly spell out the EIS process and officer's options when participating in the process.
70	ELPD Policy 200-7 ( <i>Early Warning System</i> ) does not provide sufficient guidance on the range of intervention options for officers.	70: The ELPD should revise ELPD Policy 200-7 ( <i>Early Warning System</i> ) to provide greater guidance on the range of intervention options.
71	The training on EIS focuses on the technical process of navigating the Guardian Tracking software.	71: The ELPD should provide department-initiated training on EIS which includes guidance on officer, supervisor, and EIS administrator roles and responsibilities for the EIS process.
72	An independent, objective, and ongoing assessment of ELPD's progress towards the recommendations found in Appendix E in this report will be crucial to the implementation and sustainment of the proposed changes.	72: ELPD and City leaders should engage an independent audit firm to track and monitor progress towards implementing the recommendations of this report.

## Appendix F: ELPD Staff Survey Items and Dimensions

**Table F.1: Descriptive Statistics for Views of Support from Institutional Leaders**

Please indicate how often you feel, in your professional role, that you have support from each of the following:		n	Factor Loading	M (SD)	% Often / Always	
The Mayor		44	.7684	2.34 (1.10)	15.9%	
City Council		51	.7985	1.78 (0.86)	3.9%	
City Manager		50	.8585	2.24 (1.10)	14.0%	
Police Chief		51	.8870	2.33 (1.16)	17.6%	
Local Judges		46	.4656	3.80 (0.62)	73.9%	
State Politicians		39	.8560	2.36 (0.96)	10.3%	
Federal Politicians		38	.7555	2.39 (0.89)	10.5%	
Prosecutors		45	.6249	2.11 (1.05)	8.9%	
Eigenvalue:			4.663			
	n	Min	Max	M (SD)	Skew	Alpha
Views of institutional leaders	51	1.25	4.50	2.41 (0.77)	0.49	.89

Notes: Response options included 1= Never, 2= Rarely, 3= Sometimes, 4= Often, and 5= Always.

**Table F.2: Descriptive Statistics for Organizational Justice Dimension**

Please indicate your level of agreement with the following statements.	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
Command staff allow me to express my views and opinions.	49	.7721	2.67 (0.90)	67.3%		
East Lansing Police Department's policies regarding internal decisions (e.g., promotion, discipline) are applied consistently.	44	.7866	2.07 (0.79)	29.5%		
East Lansing Police Department's policies allow employees to have a say in internal decisions (e.g., assignment changes).	47	.5397	2.21 (0.78)	42.6%		
East Lansing Police Department's procedures to investigate civilian complaints are fair.	43	.4526	2.63 (0.82)	51.2%		
East Lansing Police Department's policies and procedures allow employees to appeal decisions.	43	.6795	2.65 (0.90)	60.5%		
A desirable assignment in the East Lansing Police Department is based on who you know. *	44	-.5610	2.82 (0.87)	70.5%		
If you work hard, you can get ahead in the East Lansing Police Department.	49	.7879	2.31 (1.00)	40.8%		
Promotions in the East Lansing Police Department are based on job-related qualifications.	49	.6229	1.98 (0.90)	30.6%		
Command staff consider employees' viewpoints.	51	.6634	2.35 (0.84)	51.0%		
Command staff treat employees with respect and dignity.	50	.8126	2.78 (0.89)	64.0%		
Command staff treat employees the same regardless of their gender.	47	.8114	2.74 (1.01)	59.6%		
Command staff treat employees the same regardless of their race or ethnicity.	47	.7617	3.02 (0.87)	72.3%		
Command staff clearly explain the reasons for their decisions.	50	.7371	2.10 (0.89)	36.0%		
Command staff are candid in communications with officers.	47	.8239	2.13 (0.92)	40.4%		
Command staff treat employees the same regardless of their gender or sexual identity.	44	.6827	3.02 (0.95)	75.0%		
Command staff clearly explain departmental policies and procedures.	51	.6149	2.78 (0.86)	70.6%		
Policies for conducting investigations regarding internally-generated complaints in the East Lansing Police Department are fair.	42	.4278	2.52 (0.89)	59.5%		
		Eigenvalue:	8.085			
	n	Min	Max	M (SD)	Skew	Alpha
Organizational justice	51	1.19	3.59	2.47 (0.61)	-0.17	.93

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

\* Item reverse coded for scale creation

**Table F.3: Descriptive Statistics for Views of the Public Dimension**

East Lansing community members (including university students)...	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
...often disrespect and insult the police. *	48	-.7986	2.75 (0.73)	62.5%		
...are normally polite when dealing with the police.	50	.6097	2.64 (0.60)	62.0%		
...treat police officers with dignity.	48	.7740	2.54 (0.65)	58.3%		
...treat the police worse than they treat other government employees. *	47	-.1143	3.40 (0.58)	95.7%		
...treat police officers unfairly. *	50	-.6869	2.80 (0.67)	66.0%		
...normally listen to the police before jumping to conclusions.	47	.4494	2.15 (0.78)	29.8%		
...will ignore the police when officers try to explain a situation. *	44	-.6401	2.75 (0.72)	59.1%		
...generally speaking, can be trusted.	44	.8488	2.66 (0.61)	68.2%		
...try to be fair.	46	.7451	2.65 (0.53)	67.4%		
...most of the time, try to be helpful.	48	.6188	2.79 (0.54)	77.1%		
		Eigenvalue:	4.38			
	n	Min	Max	M (SD)	Skew	Alpha
Views of the public	50	1.20	3.10	2.38 (0.43)	-0.82	.84

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

\* Item reverse coded for scale creation

**Table F.4: Descriptive Statistics for Self-Legitimacy Dimension**

Most community members...	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
...feel an obligation to obey police officers.	49	.7748	2.55 (0.68)	61.2%		
...believe they should do what the police say, even if they disagree.	47	.7293	2.32 (0.69)	44.7%		
...believe the East Lansing Police Department can be trusted to make decisions that are right for the community.	47	.8499	2.45 (0.62)	51.1%		
...believe the police are corrupt. *	46	-.8065	2.37 (0.77)	37.0%		
...believe the police use rules and procedures that are fair to everyone.	48	.8440	2.42 (0.65)	45.8%		
...believe the police clearly explain the reasons for their actions.	43	.7822	2.49 (0.59)	48.8%		
...believe the police do a good job tackling crime in our community.	44	.7450	2.52 (0.66)	56.8%		
...believe the police represent their values.	46	.8774	2.59 (0.58)	58.7%		
		Eigenvalue:	5.15			
	n	Min	Max	M (SD)	Skew	Alpha
Self-Legitimacy	49	1.00	3.63	2.47 (0.54)	-0.67	.91

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

\* Item reverse coded for scale creation



**Table F.5: Descriptive Statistics for Views on Community Relations Dimension**

How would you rate the relations between East Lansing Police and...	n	Factor Loading	M (SD)	% Good / Very Good		
Black / African American Community	45	.8359	3.53 (0.87)	57.8%		
Asian / Pacific Islander Community	45	.9023	3.89 (0.61)	80.0%		
Hispanic / Latinx Community	44	.9177	3.91 (0.60)	81.8%		
White / Caucasian Community	45	.8464	3.93 (0.62)	82.2%		
People Under 25 Years of Age	48	.8717	3.56 (0.82)	58.3%		
People Experiencing Homelessness	48	.8365	3.83 (0.72)	68.8%		
People Living with Mental Illness	47	.7587	3.85 (0.72)	70.2%		
People in the LGBTQI2A+ Community	43	.8948	3.91 (0.65)	74.4%		
Non-English-Speaking Community	41	.8975	3.85 (0.65)	75.6%		
Undocumented Immigrant Community	35	.9238	3.77 (0.84)	62.9%		
Eigenvalue:		7.566				
	n	Min	Max	M (SD)	Skew	Alpha
Views on community relations	45	2.40	5.00	3.80 (0.57)	-0.03	.94

Notes: Response options included 1= Very Poor, 2= Poor, 3= Fair, 4= Good, and 5= Very Good.

**Table F.6: Descriptive Statistics for Procedural Justice Dimension**

Please indicate your level of agreement with the following statements.	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
It is important for the police to take the time to explain decisions to members of the public.	49	.6329	3.51 (0.51)	100%		
Officers need to show an honest interest in what members of the public have to say, even if it is not going to change anything.	49	.5015	3.16 (0.47)	95.9%		
Members of the public should be treated with respect regardless of their attitude.	49	.5803	3.57 (0.58)	95.9%		
When dealing with community members, officers need to explain what will happen next.	48	.6841	3.17 (0.60)	89.6%		
Officers should take time to listen to community members about their problems.	47	.5859	3.53 (0.55)	97.9%		
It is important that members of the public know their rights, and that we respect those rights.	49	.6693	3.59 (0.50)	100%		
Listening and talking to members of the public is a good way to take charge of situations.	47	.6484	3.36 (0.53)	97.9%		
It is important to give members of the public a valid reason for stopping them.	49	.6612	3.69 (0.47)	100%		
At all times, officers should treat members of the public with dignity and respect.	49	.7146	3.67 (0.47)	100%		
Eigenvalue:		3.62				
	n	Min	Max	M (SD)	Skew	Alpha
Procedural Justice	49	2.50	4.00	3.47 (0.34)	-0.42	.83

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

**Table F.7: Descriptive Statistics for Interactional Justice Dimension**

Please indicate your level of agreement with the following statements.	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
Police should allow members of the public to voice their concerns before the police make decisions.	45	.3494	2.71 (0.84)	64.4%		
It is very important that officers appear neutral in their application of legal rules.	47	.8083	3.60 (0.65)	95.7%		
If members of the public ask why we are treating them in a certain way, we should stop and explain.	45	.8592	2.93 (0.75)	73.3%		
Officers should treat the public as if they can be trusted to do the right thing.	46	.4708	3.11 (0.60)	87.0%		
Eigenvalue:		1.74				
	n	Min	Max	M (SD)	Skew	Alpha
Interactional Justice	48	1.67	4.00	3.22 (0.53)	-0.70	.60

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

**Table F.8: Descriptive Statistics for Authoritative Policing Dimension**

Please indicate your level of agreement with the following statements.	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
Letting members of the public “talk back” only encourages them to get angrier.	47	.6821	2.57 (0.68)	51.1%		
Community members will never trust the police enough to work together effectively.	47	.3749	2.23 (0.76)	34.0%		
In certain situations, it’s more useful for an officer to be aggressive than to be courteous.	48	.6028	3.04 (0.80)	79.2%		
Prioritizing respectful treatment of community members can sometimes impede officer safety.	47	.8157	3.04 (0.83)	72.3%		
Eigenvalue:		1.64				
	n	Min	Max	M (SD)	Skew	Alpha
Authoritative Policing	49	1.50	4.00	2.72 (0.52)	-0.11	.50

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

**Table F.9: Descriptive Statistics for Views on Training Dimension**

I have received a sufficient amount of training in my career to appropriately...	n	Factor Loading	M (SD)	% Agree / Strongly Agree		
...handle situations with subjects that have a firearm.	33	.6480	2.88 (0.78)	81.8%		
...handle situations where a subject has the intent to assault me (without a firearm).	37	.6230	2.59 (0.80)	67.6%		
...handle situations with an active shooter.	37	.6820	2.73 (0.65)	73.0%		
...avoid being involved in an injury or fatality while driving on duty (high- and low- risk driving).	36	.7013	2.81 (0.79)	75.0%		
...respond to situations involving people experiencing a mental health crisis.	38	.8919	2.89 (0.73)	84.2%		
...respond to situations involving people with disabilities.	38	.8584	2.89 (0.56)	84.2%		
...incorporate my understanding of cultural differences of people I may interact with.	42	.7778	3.10 (0.62)	90.5%		
...interact with members of the LGBTQI2A+ community.	41	.7109	2.95 (0.67)	80.5%		
...minimize the impact of my implicit biases on my decision making.	40	.7159	3.23 (0.53)	95.0%		
...treat people in a fair and respectful manner.	45	.6835	3.42 (0.54)	97.8%		
...use procedural justice principles when interacting with people.	38	.7604	3.13 (0.62)	86.8%		
...de-escalate potentially volatile situations.	40	.9035	3.20 (0.72)	92.5%		
...respond to situations involving people with substance use issues.	36	.6943	2.94 (0.71)	83.3%		
Eigenvalue:		7.264				
	n	Min	Max	M (SD)	Skew	Alpha
Views on community relations	38	1.23	4.00	2.99 (0.50)	-1.14	.92

Notes: Response options included 1= Strongly Disagree, 2=Disagree, 3=Agree, and 4=Strongly Agree.

# Appendix G: Group Balance and Regression Tables

**Table G.1: Arrest post-propensity score matching group balance, Black vs. White**

	White	Black	<i>t</i>	<i>d</i>
N	1,199	1,199		
<b>Community Member Demographic Characteristics</b>				
Age				
Under 18 years old	0.03 (0.16)	0.04 (0.20)	-1.82	-.07
18 to 24 years old	0.42 (0.49)	0.46 (0.50)	-1.85	-.08
25 to 34 years old	0.35 (0.48)	0.31 (0.46)	2.21 *	.09
Over 35 years old	0.19 (0.39)	0.18 (0.38)	0.68	.03
Age unknown	0.01 (0.09)	0.01 (0.10)	-0.66	-.03
Sex				
Male	0.79 (0.41)	0.80 (0.40)	-0.61	-.02
Female	0.21 (0.41)	0.20 (0.40)	0.61	.02
Unknown	0	0	--	--
<b>Reason for Arrest</b>				
Court related (e.g., contempt of court)	0.31 (0.46)	0.31 (0.46)	0.35	.01
Assisting another agency	0.26 (0.44)	0.26 (0.44)	0.05	.00
Warrant	0.25 (0.43)	0.25 (0.43)	-0.09	-.00
Disorderly conduct / Mental health investigation	0.12 (0.32)	0.12 (0.33)	-0.57	-.02
Traffic	0.22 (0.42)	0.21 (0.41)	0.44	.02
Driving under influence	0.06 (0.23)	0.06 (0.24)	-0.26	-.01
All other offenses	0.08 (0.27)	0.08 (0.27)	0.08	.00
Liquor law violations	0.01 (0.11)	0.02 (0.12)	-0.53	-.02
Simple assault	0.06 (0.23)	0.05 (0.21)	1.20	.05
Narcotic / Drug law violations	0.01 (0.12)	0.02 (0.12)	-0.17	-.01
Obstruct / Flee / Elude / Resist	0.02 (0.15)	0.03 (0.16)	-0.66	-.03
Weapon violations	0.02 (0.14)	0.03 (0.16)	-1.35	-.06
Aggravated assault / Homicide / Robbery	0.01 (0.11)	0.02 (0.14)	-1.31	-.05
Burglary / Home invasion	0.01 (0.10)	0.01 (0.11)	-0.39	-.02
Offenses against family and children	0.01 (0.09)	0.01 (0.10)	-0.22	-.01
Other sex offenses	0.00 (0.05)	0.00 (0.06)	-0.71	-.03
<b>Outcomes</b>				
Use of force <sup>a</sup>	0.11 (0.32)	0.12 (0.32)	-0.45	-.02

\*  $p < .05$ , \*\*  $p < .01$ , \*\*\*  $p < .001$ ; <sup>a</sup> Variable not included in propensity score matching

**Table G.2: Use of force during arrest, Black vs. White East Lansing community members**

	Model A		Model B		Model C	
	OR (SE)	95% CI	OR (SE)	95% CI	OR (SE)	95% CI
Constant	0.13 (0.01) ***	0.11   0.15	0.59 (0.15) *	0.36   0.97	0.07 (0.03) ***	0.03   0.15
<b>Black (vs. White)</b>	<b>1.06 (0.14)</b>	<b>0.82   1.36</b>	<b>0.98 (0.13)</b>	<b>0.75   1.27</b>	<b>1.01 (0.16)</b>	<b>0.74   1.38</b>
18 to 24 years old (vs. under 18)			0.26 (0.07) ***	0.15   0.42	0.51 (0.17) *	0.27   0.97
25 to 34 years old (vs. under 18)			0.18 (0.05) ***	0.11   0.31	0.51 (0.17)	0.26   1.00
Over 35 years old (vs. under 18)			0.19 (0.06) ***	0.11   0.34	0.48 (0.17) *	0.24   0.96
Age unknown (vs. under 18)			(omitted)		(omitted)	
Female (vs. male)			0.42 (0.09) ***	0.28   0.64	0.52 (0.13) **	0.32   0.84
Court related (e.g., contempt of court)					0.85 (0.23)	0.50   1.44
Assisting another agency					11.44 (5.64) ***	4.35   30.09
Warrant					0.09 (0.05) ***	0.03   0.25
Disorderly conduct / Mental health invest.					8.48 (1.85) ***	5.53   13.01
Traffic					1.19 (0.29)	0.73   1.92
Driving under influence					0.70 (0.33)	0.28   1.75
All other offenses					6.64 (1.66) ***	4.07   10.82
Liquor law violations					0.64 (0.38)	0.20   2.03
Simple assault					5.40 (1.58) ***	3.04   9.58
Narcotic / Drug law violations					3.04 (1.53) *	1.13   8.15
Obstruct / Flee / Elude / Resist					20.49 (7.60) ***	9.91   42.39
Weapon violations					9.54 (3.51) ***	4.64   19.64
Aggravated assault / Homicide / Robbery					2.89 (1.41) *	1.11   7.54
Burglary / Home invasion					13.02 (7.31) ***	4.33   39.13
Offenses against family and children					5.06 (3.02) **	1.57   16.33
Other sex offenses					4.65 (5.05)	0.55   39.08
Number of Observations	2,398		2,377		2,377	
Chi-squared	0.20		55.89 ***		479.71 ***	
Pseudo R <sup>2</sup>	.00		.03		.30	
Pearson Chi-Squared goodness-of-fit	0.00		7.47		2886.94 ***	

\*  $p < .05$ , \*\*  $p < .01$ , \*\*\*  $p < .001$

Logistic Regression, Odds Ratio (OR), Standard Error (SE), Reported with 95% confidence intervals (CI)

**Table G.3: Full models on main use of force outcomes**

	Number of use of force activities used		Number of officers involved		Most severe use of force used		Taser or firearm displayed or discharged	
	IRR	95% CI	IRR	95% CI	B (SE)	95% CI	OR (SE)	95% CI
Constant	1.12	0.82   1.53	1.33 *	1.01   1.74	0.00 (0.03)	-0.06   0.06	0.46 (0.18) *	0.21   0.98
Black (vs. White)	1.04	0.90   1.21	1.09	0.95   1.26	0.05 (0.04)	-0.02   0.13	1.23 (0.24)	0.84   1.79
Other/Unknown Race (vs. White)	1.06	0.88   1.27	1.01	0.85   1.21	0.07 (0.04)	-0.01   0.16	1.26 (0.30)	0.79   2.01
18 to 24 years old (vs. under 18)	1.02	0.79   1.32	0.86	0.69   1.07	-0.15 (0.06) *	-0.28   -0.03	0.70 (0.22)	0.38   1.30
25 to 34 years old (vs. under 18)	1.02	0.78   1.34	0.91	0.72   1.15	-0.07 (0.05)	-0.18   0.04	0.68 (0.23)	0.35   1.32
Over 35 years old (vs. under 18)	1.06	0.80   1.41	0.93	0.73   1.19	-0.06 (0.05)	-0.16   0.05	0.79 (0.28)	0.40   1.59
Age unknown (vs. under 18)	1.07	0.79   1.44	0.48 ***	0.35   0.64	-0.06 (0.05)	-0.17   0.04	1.25 (0.45)	0.61   2.55
Female (vs. male)	1.02 ***	0.85   1.22	0.98	0.83   1.16	0.04 (0.03)	-0.03   0.10	1.06 (0.24)	0.67   1.65
Unknown sex (vs. male)	0.86	0.67   1.11	1.29 *	1.01   1.64	0.01 (0.04)	-0.07   0.08	0.89 (0.28)	0.48   1.66
Court related (e.g., contempt of court)	0.86	0.65   1.14	1.05	0.82   1.33	0.01 (0.03)	-0.05   0.07	0.86 (0.30)	0.44   1.69
Assisting another agency	1.18	0.93   1.50	1.08	0.86   1.37	0.17 (0.04) ***	0.09   0.25	3.27 (1.01) ***	1.78   6.00
Warrant	0.86	0.66   1.14	0.86	0.67   1.12	-0.11 (0.04) **	-0.19   -0.04	0.37 (0.13) **	0.18   0.74
Disorderly conduct / Mental health invest.	1.05	0.89   1.24	1.13	0.97   1.31	-0.16 (0.04) ***	-0.24   -0.08	0.64 (0.14) *	0.42   0.97
Traffic	0.93	0.74   1.17	1.02	0.83   1.25	0.12 (0.03) ***	0.06   0.19	2.29 (0.60) **	1.37   3.83
Driving under influence	0.94	0.68   1.31	1.01	0.75   1.36	-0.03 (0.03)	-0.10   0.03	0.77 (0.34)	0.33   1.82
All other offenses	0.97	0.81   1.16	0.92	0.78   1.09	0.04 (0.04)	-0.04   0.12	1.23 (0.27)	0.79   1.90
Liquor law violations	0.91	0.65   1.27	0.95	0.70   1.30	-0.02 (0.03)	-0.09   0.04	1.28 (0.52)	0.57   2.85
Simple assault	0.96	0.76   1.22	1.32 **	1.08   1.62	-0.10 (0.03) **	-0.17   -0.04	0.55 (0.19)	0.28   1.09
Narcotic / Drug law violations	0.97	0.69   1.35	0.85	0.62   1.17	-0.03 (0.03)	-0.10   0.03	0.49 (0.22)	0.21   1.16
Obstruct / Flee / Elude / Resist	1.02	0.83   1.26	1.21 *	1.00   1.46	-0.02 (0.03)	-0.08   0.05	1.37 (0.36)	0.83   2.29
Weapon violations	1.05	0.80   1.37	1.41 **	1.14   1.76	0.13 (0.03) ***	0.06   0.19	3.85 (1.27) ***	2.02   7.34
Aggravated assault / Homicide / Robbery	1.00	0.76   1.32	1.52 ***	1.21   1.90	0.11 (0.03) **	0.04   0.17	2.89 (1.03) **	1.44   5.81
Burglary / Home invasion	1.07	0.80   1.44	1.05	0.80   1.37	0.17 (0.03) ***	0.11   0.23	9.32 (3.98) ***	4.04   21.53
Offenses against family and children	1.05	0.72   1.54	1.04	0.76   1.44	0.08 (0.03) *	0.01   0.14	4.11 (2.01) **	1.57   10.71
Other sex offenses	0.83	0.37   1.88	0.92	0.45   1.86	0.00 (0.03)	-0.06   0.06	1.59 (1.49)	0.25   9.97
Number of Observations		876		876		876		876
Chi-squared		6.94		98.36 ***		F = 9.02 ***		158.36 ***
Pseudo R <sup>2</sup>		.00		.04		Adjusted R <sup>2</sup> = .18		.14
Pearson Chi-Squared goodness-of-fit		115.69		635.71		n/a		498.38 ***

\*  $p < .05$ , \*\*  $p < .01$ , \*\*\*  $p < .001$ ; IRR: Incident Rate Ratio

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