# CNA

## Final Report

# MICHIGAN STATE POLICE TRAFFIC ENFORCEMENT:

## AN ASSESSMENT OF POLICIES, TRAINING, AND OPERATIONS

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**Abstract**

Between June 2022 and December 2023, CNA conducted an agency-wide evaluation of the Michigan State Police Department. In response to findings by Michigan State University indicating racial disparity in traffic stops across the department, our evaluation reviewed MSP policies, training, and operations to identify MSP practices and programs that may contribute to the disparity found by MSU. To conduct our assessment, we used a variety of sources and methods, including document review, targeted interviews, focus groups, ride-alongs, and quantitative data analysis. Our report led to 54 findings with 68 recommendations to the department.

**Cover:** Design by Sue Mercer, CNA.

# Executive Summary

Traffic enforcement encounters represent one of the most common interactions that the public has with law enforcement, with more than 20 million people pulled over for a traffic stop in the US each year (Baumgartner et al., 2021). Police officers make at least three important decisions during a traffic stop encounter, including whether to initiate a traffic stop, whether to conduct a search of persons or the vehicle, and how the officer will sanction the driver (Schafer et al., 2006). Similarly, traffic enforcement is also one of the primary responsibilities of the Michigan State Police (MSP), with MSP having conducted 287,065 traffic stops in 2022.[1]

In January of 2021, MSP took proactive steps to begin a partnership with researchers from the School of Criminal Justice at Michigan State University (MSU) to understand whether racial/ethnic disparities exist in traffic stop behavior by MSP patrol members. As part of MSP's partnership with MSU, MSU researchers examined data for MSP traffic stops conducted during the year 2020. Overall, MSU's analysis found that "African-American drivers experienced significant disparities with respect to MSP traffic stops." In addition, MSU's analysis found that "Hispanic drivers were significantly more likely than White drivers to be searched or arrested after traffic stops." MSU conducted a second round of traffic stop data analysis using MSP data for traffic stops conducted during 2021. In this second round, MSU added a Post-by-Post analysis, which revealed that "a small proportion of MSP posts accounted for the racial and ethnic disparities observed statewide." The analysis also revealed disparities in traffic stops for African-American drivers in Secure Cities Partnership (SCP) locations.

Upon receiving MSU's initial findings, MSP leadership responded in January 2022 with the unveiling of a multifaceted Five-Point Plan intended to address racial disparities in traffic enforcement. The five points focused on understanding the contributors to disparities in traffic stops and exploring ways in which MSP could effectively reduce such disparities. The point most relevant to this assessment is the first one, which involves the hiring of an independent consulting firm to review MSP policies and make recommendations that will address racial disparities. MSP issued a request for proposals in March 2022 seeking an independent consulting firm to conduct this work, and the CNA Corporation (CNA) was awarded the contract to assess MSP traffic enforcement policies and program initiatives over the course of 18 months, starting in June 2022.

CNA's approach to this assessment focused on the full lifecycle of a trooper, including how MSP recruits and hires its troopers, instructs and trains its troopers, and supervises its troopers. We also considered organizational factors that are relevant to traffic enforcement and equitable policing. To assess MSP's traffic enforcement policies and program initiatives, we used a variety of sources, including document review, targeted interviews, focus groups, ride-alongs, and quantitative data analysis.

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[1] Figure provided by Michigan State Police.

This report details the findings and recommendations of this focused assessment and consists of the following five main sections:

1. Methodology and Approach

2. Recruitment and Hiring Policies, Trainings, and Practices

3. Trooper Policies, Trainings, and Practices

4. Supervisor Policies, Trainings, and Practices

5. Organizational Processes and Initiatives

Overall, the CNA assessment team determined that the racial disparities in MSP's traffic enforcement outcomes found by MSU do not appear to be the result of widespread discriminatory policing practices by MSP personnel. However, the assessment team identified certain MSP traffic enforcement policies and program initiatives that have likely contributed to the racial disparities in MSP's traffic enforcement outcomes found by MSU, and there are changes that MSP can and should make to its policies and operations to ensure more equitable traffic enforcement. Throughout this report, we identify both commendable efforts by MSP and areas of improvement as they relate to traffic enforcement.

Based on the CNA team's assessment of MSP traffic enforcement policies and program initiatives, our key findings include the following:

- MSP has a defined, comprehensive hiring process for applicants.

- MSP has consistently emphasized a written commitment to recruiting a diverse workforce in its strategic plans and recruiting strategy, but the department can improve on its follow-through and accountability for such commitments.

- As part of recruit training, MSP provides 8 hours of implicit bias training, 6 hours of ethics training, and 15 hours of a cultural diversity speaker series.

- Disparities exist in graduation and attrition rates by demographics.

- MSP has made tangible efforts to institute recruiting and hiring practices that reduce barriers to applying for the trooper position.

- MSP has several policies that provide guidance to troopers to ensure constitutional and bias-free policing.

- MSP's policies on traffic enforcement do not sufficiently recognize the community being served nor provide sufficient guidance on the use of discretion.

- MSP has recently delivered two trainings on bias and policing, one that was not well received and a more recent one that was well received.

- MSP does not provide sufficient training on the use of discretion, particularly with the concept of "going beyond the stop."

- MSP members of all ranks take pride in the department and the law enforcement field.

- Supervisors do not sufficiently manage where and how troopers patrol, leading to disproportionate congregation in high-population areas with greater minority populations.

- MSP troopers and sergeants feel underappreciated by both the department and the community.

- MSP provides several opportunities for supervisors to identify potential bias through their performance review responsibilities.

- MSP supervisors do not provide sufficient direct oversight of their members' activities.

- MSP supervisors do not take full advantage of BWC review opportunities.

- MSP has a dedicated division that provides a formalized structure for policy review and revision.

- MSP now takes a more systematic approach to provide training and address identified gaps.

- MSP accountability data indicates that it is capable of initiating bias-related investigations and holding members accountable.

- MSP has recently begun efforts to enhance and formalize their self-auditing and inspection process.

- MSP in SCP jurisdictions historically used motor vehicle enforcement (i.e., traffic stops) as its primary form of crime prevention. Since then, strategies have evolved though vary based on site.

- SCP troopers report not receiving sufficient direction from supervisors and are not aware of systematic efforts in SCP sites.

- MSP has an overall robust community engagement approach but does not regularly collect and present evidence on its efforts.

- MSP has created the Professional Development Bureau in accordance with the Five-Point Plan.

- MSP's BWC program includes key components for success.

# Contents

# Introduction

## Background

The Michigan State Police Department (MSP) is a full-service law enforcement agency with statewide jurisdiction across Michigan. The department is divided into seven districts, each of which consists of two or more smaller jurisdictions, called "Posts," for a total of 31 Posts across the seven districts. The department provides direct services to the Michigan population and supports local law enforcement agencies across the state. MSP consists of approximately 2,000 enlisted members and 1,000 civilian members. Troopers are MSP's most visible representation to the Michigan public, and their primary responsibilities include traffic enforcement, crime prevention and investigation, community engagement, and community service. Colonel Joseph Gasper led MSP at the time this assessment was commissioned.[2]

In January 2021, the Michigan State Police (MSP) began a proactive partnership with researchers from the School of Criminal Justice at Michigan State University (MSU) to understand whether racial and ethnic disparities existed in traffic stop behavior by MSP patrol members. As part of this partnership, MSU researchers, led by Dr. Scott Wolfe, examined data for MSP traffic stops conducted during 2020 using five types of analyses: census benchmark, traffic-crash benchmark, veil-of-darkness benchmark, post-stop outcomes analyses, and Secure Cities Partnership (SCP) analyses. Overall, MSU found that "African American drivers experienced significant disparities with respect to MSP traffic stops," the specific findings of which were detailed in a publicly available final report. In addition, MSU's analysis found that "Hispanic drivers were significantly more likely than White drivers to be searched or arrested after traffic stops." Notably, MSU's analyses only focused on the presence of disparities and did not attempt to explain the causes of any found disparities. Thus, the MSU team emphasized the distinction between "disparity" and "discrimination" using the description below:

> Disparity is an observed difference in the proportion of traffic stops involving a specific group of people compared to that group's representation in another source of data. Discrimination, on the other hand, involves a police officer intentionally targeting and stopping racial or ethnic minorities solely because of their group status (i.e., racially profiling people and engaging in biased stop behavior). In this way, discrimination involves intent, whereas observed disparity cannot speak to whether an officer acted with intent.

Upon receiving MSU's findings, MSP leadership responded in January 2022 with the unveiling of a Five-Point Plan intended to address racial disparities in traffic enforcement. The five points of the plan focused on understanding the contributors to disparities in traffic stops and exploring ways in which MSP could effectively reduce such disparities. This plan demonstrated MSP's public commitment to further examine how data outcomes may be influenced by long-standing policies and

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[2] In August 2023, Col. Gasper announced his retirement and was replaced in September 2023 by Col. James Grady.

program initiatives and to identify where improvement opportunities for equitable traffic safety strategies may be present. The point most relevant to this assessment is the first one, which involves the addition of an independent consulting firm to review MSP policies and make recommendations that will address racial disparities. MSP issued a request for proposals in March 2022 seeking an independent consulting firm to conduct this work and awarded CNA the contract to assess MSP traffic enforcement policies and program initiatives over the course of 18 months, starting in June 2022.

To assess MSP's traffic enforcement policies and program initiatives, CNA used a variety of sources and methods, including document review, targeted interviews, focus groups, ride-alongs, and quantitative data analysis. Throughout this report, we identify both commendable efforts by MSP and areas of improvement, as they relate to traffic enforcement and the potential for disparity. During this assessment, MSU conducted a second round of traffic stop data analysis using MSP data for traffic stops performed during 2021. In this second round, MSU added a Post-by-Post analysis which revealed that "a small proportion of MSP posts accounted for the racial and ethnic disparities observed statewide." The analysis also revealed disparities in traffic stops for African-American drivers in SCP locations.

As described above, both of MSU's analyses of MSP data found the presence of racial disparities in traffic stop outcomes, particularly for African-American drivers. Any finding of racial disparities is cause for concern and should be immediately examined by the respective law enforcement agency, as MSP has done in this instance. Although the presence of disparities in traffic enforcement can be identified, the causes of such disparities are generally more difficult to ascertain. A finding of racial disparities may understandably lead one to believe that discriminatory policing practices are occurring, and, in some instances, that may be true. However, Wolfe and colleagues note that "discrimination involves intent, whereas observed disparity cannot speak to whether an officer acted with intent," and discriminatory policing is not the only explanation for having found disparities.

Because police conducting traffic enforcement does not operate in a vacuum, our approach to this assessment focused on the full life cycle of a trooper, including how MSP recruits and hires, instructs and trains, and supervises its troopers. We also considered organizational factors that are relevant to traffic enforcement and equitable policing. Having a comprehensive picture of the trooper life cycle and organizational influences allowed us to identify policies and program initiatives that have likely contributed to the racial disparities in MSP's traffic enforcement outcomes that MSU identified.

Based on our comprehensive assessment of MSP's traffic enforcement policies and program initiatives, we have determined that the racial disparities in MSP's traffic enforcement outcomes do not appear to be the result of widespread discriminatory policing practices by MSP personnel. However, the assessment team identified certain MSP traffic enforcement policies and program initiatives that have likely contributed to the racial disparities in MSP's traffic enforcement outcomes that MSU found, and there are changes that MSP can and should make to its policies and operations to ensure more equitable traffic enforcement.

> *Racial disparities in MSP's traffic outcomes do not appear to be the result of discriminatory policing practices.*

We also take a moment to discuss the professionalism of the department and each members' willingness to provide us with information during our assessment. Throughout the duration of our 18-month engagement, MSP's cooperation, responsiveness, and transparency with the CNA assessment team have been exceptional, allowing us to conduct a well-informed and comprehensive assessment. In particular, we would like to thank Major Joe Brodeur, Capt. Thomas Deasy, Dr. Juli Liebler, Director Michelle Kleckler, Major Beth Clark, Col. Joseph Gasper, Col. James Grady, and the commanders, captains, lieutenants, sergeants, troopers, and civilians we spoke with from each division and post.

## Goals and objectives

CNA designed the assessment to provide expert analysis, advice, evaluation, and recommendations to MSP in regard to its traffic enforcement policies and program initiatives. MSP's participation in this assessment demonstrates its commitment to examine their policies and practices and identify areas for improvement.

## Overview of the report

Following the introduction, this report contains five sections and a conclusion. Section 1, the study's methodology and approach, details how we assessed MSP's traffic enforcement policies and program initiatives using a variety of sources and methods, including a review of relevant policies and documents, targeted interviews, focus groups, ride-alongs, and quantitative data analysis. In Section 2, we focus on recruitment and hiring policies, trainings, and practices. For Section 3, we focus on trooper policies, trainings, and practices. For Section 4, we focus on supervisor policies, trainings, and practices. Finally, in Section 5, we focus on organizational processes and initiatives. CNA and MSP jointly identified these topics as necessary for a thorough assessment of MSP's traffic enforcement efforts.

For each section, we provide extensive findings, analysis, and recommendations based on CNA's extensive knowledge of law enforcement best practices from our experience supporting hundreds of agencies across the United States. The CNA team also considered professional and academic resources related to practices that can foster more equitable traffic enforcement, such as the *Final Report of the President's Task Force on 21st Century Policing* (2015) and the report by the Office of Community Oriented Policing Services (COPS Office), *Law Enforcement Best Practices: Lessons Learned from the Field* (2019).

# Section 1: Methodology and Approach

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 document collection and review, targeted interviews, focus groups, ride-alongs, and data analysis.

3. A commitment to conducting comprehensive reviews and applying best practices in police settings.

To ensure our assessment methodology and approach would meet the needs of MSP, the CNA assessment team worked closely with MSP leadership at the beginning of the engagement to develop a workplan. The workplan explained the activities, processes, and timelines for the 18-month assessment period.

Ultimately, our assessment of MSP's traffic enforcement policies and program initiatives included a review of relevant policies and documents, targeted interviews, focus groups, ride-alongs, and quantitative data analysis. In this section, we describe each methodological approach used to conduct this assessment.

## Document review

CNA worked with MSP to identify and collect all documents related to traffic enforcement policies and program initiatives deemed relevant for this assessment. These documents included MSP official orders; procedure manuals; work unit policies and procedures; department strategic plans; recruit school and in-service training requirements, lessons plans, presentations, and evaluations; among other documents. The assessment team reviewed a full list of documents included in Appendix A. The assessment team made several document requests throughout the course of this engagement, for which MSP always responded willingly and in a timely manner. The assessment team reviewed all relevant requested documents, focusing on programs and practices that may contribute to or increase the likelihood of racial profiling and racial bias in traffic enforcement. This focus included assessing the quality and thoroughness of department policies and other documents and determining whether current department documents provide MSP personnel with sufficient guidance and direction for how to conduct traffic enforcement in an equitable manner. The assessment team also used the document review to understand commendable efforts that MSP is making to safeguard against bias-based policing.

# Targeted interviews

To better understand MSP practices and procedures, CNA conducted virtual, targeted individual and group interviews with MSP personnel who oversee or help administer MSP procedures relevant to this assessment. CNA organized targeted interviews with MSP personnel on the following topics: community engagement, auditing, recruit training, in-service training, trooper deployment, training development, trooper policies, policy development, supervision, organizational culture, body-worn cameras (BWCs), MSP crime dashboard, and MSP traffic stops dashboard. Our MSP point of contact helped ensure that the appropriate MSP personnel participated in the respective interview. The assessment team also conducted two targeted interviews with MSP Colonel Joseph Gasper. CNA used these targeted interviews to follow up on and clarify information learned during other data collection steps. We reviewed notes from these targeted interviews to identify major themes and complement information learned during the document review stage and compared the responses from MSP leadership in these targeted interviews to the information learned in focus groups with MSP troopers, sergeants, and lieutenants.

CNA also organized a targeted interview with members of the American Civil Liberties Union (ACLU) of Michigan regarding ACLU's concerns about MSP traffic enforcement practices. The ACLU of Michigan previously filed a lawsuit against MSP in 2021 in the case of *Sankofa and Thomas v. Rose et al.*, in which the ACLU argued that Sankofa and Thomas, an African-American couple, were wrongfully stopped and detained by MSP troopers. This was after the ACLU had already been expressing concerns about MSP traffic enforcement practices dating back to 2016. A settlement agreement was reached between MSP and the ACLU of Michigan in the Sankofa case. Both MSP and CNA felt it was vital to speak with the ACLU of Michigan as part of this assessment.

# Focus groups

A key piece of this assessment was understanding the thoughts and perspectives of MSP personnel. One way in which we sought input from MSP troopers, sergeants, and lieutenants was by conducting virtual focus groups. CNA organized 10 focus groups, with each consisting of two to five MSP members. We conducted separate focus groups for each rank to foster a safe environment for sharing. The assessment team randomly selected participants for each focus group and prioritized ensuring that participants reflected the diversity of MSP members. Prior to commencing the focus groups, CNA developed protocols that were reviewed and approved by MSP leadership. During the focus groups, the assessment team asked MSP members about the following topics: the findings of MSU's analysis of traffic stops, how MSP safeguards against bias-based policing, supervision, community engagement, traffic stop practices, and the use of discretion in conducting traffic enforcement. Every focus group included a facilitator and notetaker from CNA. After organizing all focus groups, CNA analysts reviewed notes and identified emerging themes, areas for follow-up discussion with MSP leadership, and noteworthy sentiments from participants.

# Ride-alongs

CNA directly observed traffic enforcement practices of MSP members and spoke individually with troopers and sergeants by conducting 38 ride-alongs, spanning all seven MSP districts. The assessment team conducted a greater number of ride-alongs in districts found to have higher levels of disparate treatment, according to MSU's analysis. Each ride-along generally lasted two to three hours, and each MSP member was instructed to go about their normal activities during the ride-along. In addition to observing traffic enforcement activities, we also asked MSP members about MSP policies and training, supervision, the findings of MSU's analysis, MSP culture, decision-making, and other relevant topics. Notably, these ride-alongs allowed us to observe firsthand how MSP personnel conduct traffic enforcement and gain insight into what influences their traffic enforcement procedures. During all ride-alongs, the assessment team members took notes, which were reviewed and compared once all ride-alongs were completed. CNA analysts identified emerging themes, areas for follow-up discussion with MSP leadership, and noteworthy sentiments from ride-along participants.

# Quantitative data analysis

CNA conducted a limited number of quantitative data analyses as part of this assessment, as most aspects of quantitative data analysis relevant to this assessment fell under the scope of MSU's traffic stops analysis work. However, CNA did request and descriptively analyze recruit school attrition data for MSP recruit schools from the past five calendar years to understand how MSP aims to recruit a diverse workforce. Additionally, we conducted data analysis of MSP accountability data over the past five years, looking at trends in complaints and outcomes.

# Section 2: Recruitment and Hiring Policies, Trainings, and Practices

A law enforcement agency's most important asset is its personnel, as these are the individuals who will be interfacing with the public and carrying out the mission of the department on a daily basis. The significance of an agency's personnel emphasizes the critical need to recruit and hire the highest quality individuals who will police in a procedurally just manner and foster community trust. Therefore, recruiting and hiring processes are often the first and primary mechanisms for reducing the effect of bias on law enforcement's ability to police effectively and fairly. The *Final Report of the President's Task Force on 21st Century Policing* states, "A critical factor in managing bias is seeking candidates who are likely to police in an unbiased manner" (2015, 17). The President's Task Force report also describes how individuals are less likely to have biases against groups who they have had positive interactions with, thus stressing the significance of recruiting and hiring individuals who have had positive interactions with an array of people and groups. MSP recognizes the significance of a diverse workforce on its webpage that houses recruiting data, noting "The diversity of a police force is critically important to strengthening community relationships and building trust."[3] Although departmental policies and training are supposed to guide the actions of personnel, not all individuals are equally capable or willing to adhere to such policies and training. Thus, a department's recruitment and hiring process must be driven by efforts to find the highest quality candidates and should safeguard against recruiting and hiring individuals who will practice bias-based policing.

## Recruitment and hiring policies

The *Final Report of the President's Task Force on 21st Century Policing* stresses the significance of workforce diversity in building trust and legitimacy with the community. The task force recommends, "Law enforcement agencies should strive to create a workforce that contains a broad range of diversity, including race, gender, language, life experience, and cultural backgrounds to improve understanding and effectiveness in dealing with all communities" (2015, 16). To assess MSP's organizational commitment to diversity in recruitment as reflected in policy, the assessment team reviewed MSP strategic plans dating back to 2013, Procedure Manual 03-04 (Pre-Employment Process), and relevant recruitment strategy documents.

### Finding 1: MSP has a defined, comprehensive hiring process for applicants.

MSP's Procedure Manual 03-04 (Pre-Employment Process) details a comprehensive hiring process for applicants. To be eligible to apply for a trooper position, applicants must meet certain minimum requirements related to criminal and traffic histories and physical fitness. Applicants must also meet

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[3] https://www.michigan.gov/msp/public-information/transparency/accordion/personnel/recruiting-data

age, residency, and education requirements. If an applicant meets the minimum requirements, they can proceed with the first component of the application process, which is the Entry-Level Law Enforcement Examination administered by the National Testing Network. The exam "evaluates the skills, knowledge, and abilities related to elements of law enforcement positions." Upon passing the exam, applicants must complete the NEOGOV online application for the trooper position. The Recruiting and Selection Section reviews the application, and applicants are instructed to complete an online personal history questionnaire. This questionnaire is specifically designed for law enforcement and includes questions about the applicant's education, employment, military experience, law enforcement experience, driving record, financial history, legal history, substance use, and general information. In addition to the personal history questionnaire, the Recruiting and Selection Section also runs the applicant's credit report, traffic report, and criminal history report.

After the Recruiting and Selection Section reviews an application, it moves on to the background investigation, conducted by trained background investigators, which MSP considers to be "the most important step in the selection process." Investigations include a review of required documents, an initial interview with the applicant, a home visit and family member interviews, interviews with past and present employers, at least three interviews with primary references, at least three interviews with secondary references, and at least three interviews with neighbors. According to MSP leadership, the department now has 11 full-time background investigators, including five recently hired civilian background investigators. The department is hopeful that having additional background investigators will reduce the turnaround time for recruitment without sacrificing the quality of investigations.

Following a successful background investigation, applicants participate in a hiring interview panel, which is based on the Michigan Department of Civil Service-validated job assessment. The hiring interview panel consists of three department members, which can include both enlisted and civilian personnel who are trained to properly conduct the interviews. The hiring interview is primarily composed of behavioral questions that focus on building trust, work standards, decision-making, stress tolerance, and job or motivational fit. Applicants who successfully complete all steps of the selection process may then receive a conditional offer of employment, which requires applicants to complete a preemployment behavioral screening, medical examination, and drug screening.

**Recommendation 1: MSP should maintain current efforts.**


**Finding 2: MSP has consistently emphasized a written commitment to recruiting a diverse workforce in its strategic plans and recruiting strategy, but the department can improve on its follow-through and accountability for such commitments.**

Procedure Manual 03-04, which governs MSP's recruiting efforts, states, "The department is committed to hiring qualified and diverse applicants for enforcement positions." Furthermore, since at least 2013, MSP strategic plans have included goals of increasing the diversity of applicants. The strategic plans for 2013–2017 and 2018 both include the objective of attracting qualified candidates through comprehensive recruiting tactics, including modernizing marketing materials, developing a

cadet program, and increasing the number of recruiting partnerships. One of the associated performance metrics listed for measuring the success of these goals is to "increase the number of potential candidate referrals from partnering colleges, universities, community colleges, and community organizations by 20 percent to support the goal of increasing the diversity of applicants to enforcement and specialized civilian ranks within the MSP."

MSP's strategic plan for 2020–2022 expanded on the goals and objectives specified in earlier strategic plans. Goal three of MSP's 2020–2022 strategic plan is to "build a department culture that values trust, transparency, and individual contributions that will inspire the confidence of department members, the public, and our stakeholders." One of the objectives listed for accomplishing this goal is to "institute recruiting practices that reduce barriers to employment in order to increase the trooper minority applicant pool and female applicant pool by Dec. 31, 2022." The associated performance measures for this goal are a 25 percent racial minority trooper applicant pool and a 20 percent female trooper applicant pool.

Lastly, MSP developed a recruiting strategy for 2023–2025. Within the recruiting strategy, it includes the following commitment statement:

> The Michigan State Police is committed to recruiting, hiring, and retaining the highest quality applicants for enforcement positions in the Michigan State Police (MSP) that are representative of the communities we serve.
>
> The MSP will engage in aggressive, progressive, and effective recruiting practices in under-represented communities, focused on population representative demographic groups with the intent of building and diversifying all ranks in the department.
>
> Through this commitment, we endeavor to increase awareness of the positive impact of a diverse workforce by retaining members who bring to our organization a variety of backgrounds, perspectives, thoughts, values, and beliefs resulting in increased public trust and a better delivery of MSP services to the citizens of our state.

MSP's recruiting strategy contains several objectives, goals, and action items that emphasize proactive recruitment of a diverse applicant pool. The recruiting strategy is organized around four pillars that aim to "Build Opportunities," "Build Relationships," "Build Processes," and "Build Successes." The first set of goals focuses on building opportunities for potential applicants that include the expansion of MSP's explorer and cadet programs, the establishment of an internship program for college and university students, and the exploration of ride-along opportunities for interested applicants and community members. The second set of goals focuses on building relationships by expanding education and outreach in schools; establishing relationships with community groups, educational institutions, the US military, and athletic programs; increasing recruiting efforts by community service troopers; and establishing a statewide recruiting squad. As part of establishing the statewide recruiting squad, the strategy emphasizes selecting recruiters who value diversity and inclusion. The third set of goals focuses on building processes that include developing marketing and social media strategies; making recruitment a part of every member's job; regularly reviewing the selection process to reduce barriers; expanding applicant preparation sessions; and promoting the 30x30 initiative, which is a national initiative to increase the representation of women in police recruit classes to 30 percent by 2030. As part of building

processes, the strategy specifies expanding and focusing marketing efforts in diversity-rich areas of the state and updating and reviewing hiring standards to remain relevant and entice a high-quality, diverse candidate pool. The final set of goals focuses on building successes that include developing a recruiter of the year award; developing short story videos of successes; engaging new troopers to help attract additional applicants; and exploring retention bonuses for new recruits.

As demonstrated through the examples above, MSP's written commitment to recruiting a diverse workforce is strong. However, MSP's written commitment through policies and strategic plans lacks consistent assignment of responsibilities and accountability mechanisms for ensuring that stated goals are achieved.

**Recommendation 2: To enhance follow-through and accountability, MSP's written commitments to recruiting a diverse workforce should explicitly state who within the department will be responsible for overseeing the completion of goals and specific timeframes for achieving stated goals.**

# Recruitment and hiring trainings

**Finding 3: MSP's required recruit school hours exceed the minimum number required by the Michigan Commission on Law Enforcement Standards (MCOLES).**

After successfully passing all steps in the selection process and receiving a conditional offer of employment from MSP, applicants are eligible for appointment to the recruit school. In 2023, MSP transitioned from a 26-week recruit school to a 20-week recruit school, though troopers receive more training than is required by MCOLES. As of 2022, MCOLES required recruits to complete a minimum of 594 hours of basic training. MSP personnel indicated that this figure has since increased to 619 hours though MCOLES has not posted an updated breakdown, and we therefore provide the breakdown of the 594 hours in **Table 1**.

Table 1. Functional areas of recruit school

| Functional Area | Functional Area Hours |
| --- | --- |
| Administrative time | 33 |
| Investigation | 119 |
| Patrol procedures | 65 |
| Detention and prosecution | 15 |
| Police skills | 257 |
| Traffic | 70 |
| Special operations | 35 |

Source: Michigan State Police.

MSP's recruit school hours exceed this minimum, with recruits being required to complete 833 hours of training, excluding interdisciplinary scenarios completed throughout recruit school. The breakdown of this 833 hours is shown in **Table 2**.

Table 2. MSP recruit school subjects

| Subject | Recruit School Hours |
|---|---|
| Defensive tactics | 74 |
| Drive track | 40 |
| Firearms | 92 |
| First aid | 24 |
| Guest instructors | 201 |
| Legal | 97 |
| Patrols | 148 |
| Physical fitness | 117 |
| Water safety | 16 |
| Wellness | 24 |

Source: Michigan State Police.

When conducting its 20-week recruit school, MSP emphasizes a hands-on learning approach as opposed to primarily using traditional lectures and PowerPoint presentations. Instructors include both internal MSP personnel and external instructors to present topics such as implicit bias and mental awareness training. MSP has also sought to include the public more in recruit school by inviting community members to participate in some scenario-based training.

According to MSP training personnel, recruits may evaluate the recruit school experience at the end of the program. Recruits may take an optional anonymous survey; MSP personnel estimate that 80 to 90 percent of recruits take the survey. Recruits also participate in a debrief discussion with the recruit school captain.

Although MSP reduced the length of recruit school from 26 to 20 weeks, the department added three weeks of training that recruits are required to complete during the first 24 months post-recruit school. This additional training is intended to reinforce skills learned during recruit school and evaluate the extent to which recruits are retaining information in the long term. The first additional week of training is held approximately six months post-recruit school; the second week of training is held approximately nine months post-recruit school; and the third week of training is held approximately nine months after the second week of training.

**Recommendation 3.1: MSP should continue to regularly review topic areas covered during recruit school to ensure they are consistent with current events and provide sufficient time for nontactical topics, such as fair and impartial policing and cultural awareness.**

**Recommendation 3.2: MSP should monitor the efficacy of its new recruit school model, which reduced the length of recruit school from 26 to 20 weeks.**

**Finding 4: To increase recruits' chances of success during recruit school, MSP established a mentor policy.**

MSP established a mentor policy, in which every recruit is assigned a mentor MSP member outside of recruit school, ideally from the same Post or district as the recruit. The mentor's role is to help recruits progress toward training objectives and to help them establish a sense of belonging within MSP. Mentors are also responsible for conducting performance appraisals three times throughout recruit school. The performance appraisal process is intended to serve as a regular source of feedback for recruits and a mechanism for helping recruits make improvements throughout recruit school.

**Recommendation 4: MSP should maintain its mentorship program for recruits.**

**Finding 5: Recruits' performance is evaluated during recruit school through both written and practical examinations.**

Most, but not all, course material is covered in written examinations, which occur weekly, and recruits are required to maintain an average grade of at least 70 percent throughout recruit school. Beginning in week four of recruit school, recruits who have not maintained a 70 percent average are given an academic grace period to raise their GPA. If recruits fail to raise their average in a timely manner or it is mathematically impossible to achieve a cumulative 70 percent average, then they will be dismissed from recruit school. Recruits are required to achieve at least 70 percent on each written exam. If one does not achieve the minimum score, they are required to retake the exam to ensure they have achieved the minimum acceptable conceptual knowledge for the particular subject area. Practical exams are required for firearms, first aid, defensive tactics, precision driving, and physical fitness. Failing any one of these practical exams is grounds for dismissal.

**Recommendation 5: MSP should maintain its mechanisms for evaluating recruit performance.**

**Finding 6: As part of recruit training, MSP provides 8 hours of implicit bias training, 6 hours of ethics training, and 15 hours of a cultural diversity speaker series.**

A portion of the recruit training hours are dedicated to "Guest Instructors" and cover topics applicable to policing in a fair and impartial manner. Recruit training includes 8 hours of implicit bias training, 6 hours of ethics training, and 15 hours of a cultural diversity speaker series. For instance, in the cultural diversity speaker series, the department has several speakers discuss African-American, Hispanic/Latino, Jewish, Indian and Hinduism, Arabic and Muslim, Sikhism, Native American, Asian/Pacific Islander, and LGBTQ+ cultures. The speaking series includes a 1.5- to 2-hour presentation followed by a discussion or question and answer session. In addition, a recent recruit school toured the Charles H. Wright Museum of African American History in Detroit and the Arab American National Museum in Dearborn as part of their training. The State of Michigan Learning Center administered a "Tribal Relations Training" in August 2022, following the 2016 amendment to PA 451 of 1994 (MCL 324.72117), which directed state employees to create a "master plan to promote and preserve the history of Native Americans in this state." The inclusion of implicit bias

training and the cultural diversity speaker series are consistent with the *Final Report of the President's Task Force on 21st Century Policing*'s recommendation that academies "should ensure both basic recruit school and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness" (2015, 58).

**Recommendation 6: MSP should maintain current efforts.**

# Recruitment and hiring practices

As discussed above, MSP's organizational commitment to diversity in recruitment is reflected through policy and other department documents. Although a written commitment to diversity in recruitment is essential, such commitments are meaningless if not translated into practice. Therefore, the assessment team looked to see how MSP has carried out the process of recruiting a diverse workforce and the extent to which it is accomplishing the objectives and goals outlined in strategic plans. We identified several commendable efforts by the department but also found areas for improvement.

**Finding 7: MSP did not meet its recruiting goals of obtaining a 25 percent racial minority applicant pool and a 20 percent female trooper applicant pool by the end of 2022.**

Despite the commendable recruiting efforts previously highlighted, the assessment team still identified areas of improvement for MSP as it relates to recruiting a diverse workforce. For example, MSP did not achieve its goals of obtaining a 25 percent racial minority applicant pool and a 20 percent female trooper applicant pool by the end of 2022, as stated in its strategic plan for 2020–2022. MSP personnel recognized this shortcoming and mentioned that the COVID-19 pandemic impeded some of its recruiting efforts.

Greater guidance in MSP policy could potentially remedy this recruiting shortfall. For instance, Procedure Manual 03-04 states, "The department is committed to hiring qualified and diverse applicants for enforcement positions." Although this acknowledgement is critical, it is inconsequential without specified responsibilities of recruiters to recruit a diverse applicant pool. Procedure Manual 03-04 does not indicate any requirements for recruiters to support the recruitment of a diverse applicant pool, nor does it specify any actions recruiters should take to support the recruitment of a diverse applicant pool. Simply stating that "the department" has a commitment to hiring diverse applicants is insufficient. In describing the responsibilities of a recruiter, Procedure Manual 03-04 states, "Recruiters shall develop and maintain contact with those individuals and organizations capable of assisting the department with its personnel goals." This goal provides an opportunity for MSP to emphasize and specify how recruiters can make intentional efforts to recruit a diverse applicant pool.

**Recommendation 7: MSP should clarify in policy how recruiters are expected to achieve a diverse applicant pool.**

**Finding 8: Disparities exist in graduation and attrition rates by demographics.**

The assessment team also reviewed graduation and attrition data for MSP's recruit schools from the past five years. This includes trooper recruit schools 134 through 142. However, we excluded trooper recruit school 141 from our analysis, as this was the only lateral entry recruit school during this period. Thus, our analysis is based on data from eight trooper recruit schools.

**Figure 1** shows the total number of recruits who began and graduated from trooper recruit school in the five-year period and shows the breakdown of male and female recruits. Male recruits represented 85.27 percent of all recruits who began trooper recruit school in the past five years and 88.85 percent of all recruits who graduated from trooper recruit school in the past five years.

Figure 1. Number of beginning and graduating recruits
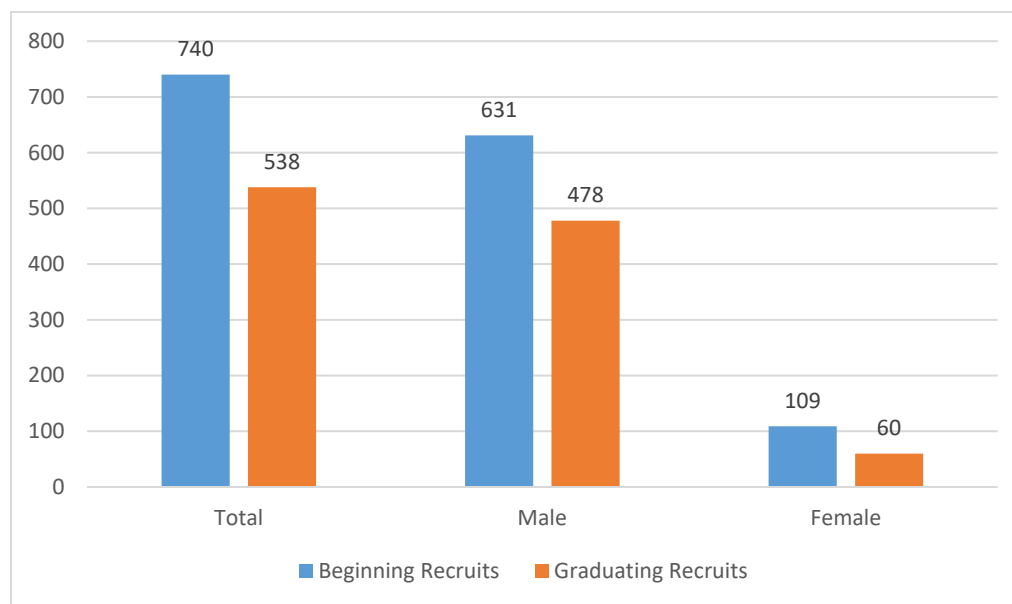


Source: Michigan State Police.

**Figure 2** looks at the graduation and attrition rates for recruits by race over the past five years. The average graduation rate for all recruits during this period was 72.7 percent. Not including Pacific Islander (N=1), African-American recruits had the lowest graduation rate at 54.55 percent, followed by multiracial recruits (61.11 percent), and Hispanic recruits (63.16 percent). MSP's trooper recruit schools over the past five years have overwhelmingly consisted of White recruits (84.73 percent) with African-American recruits making up the second highest racial group of recruits over the past five years at 7.43 percent.

**Figure 2. Recruit school graduation and attrition rates (race)**
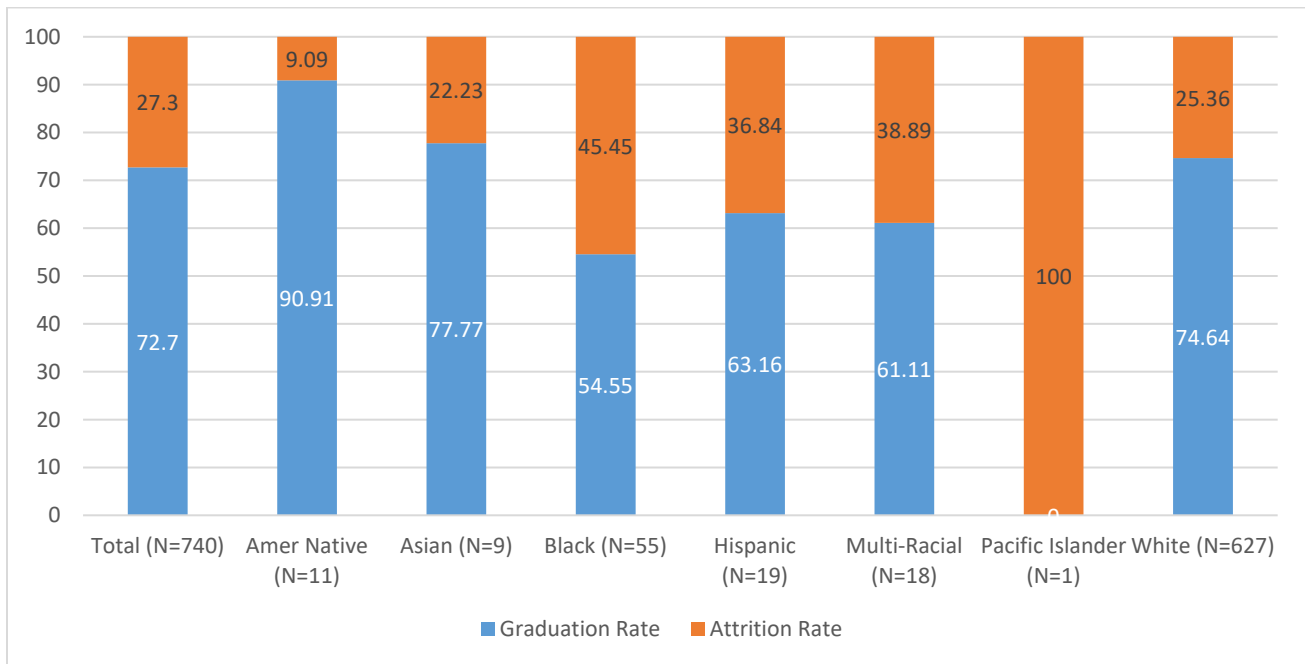


Source: Michigan State Police.

**Table 3** shows recruit school graduation rates for trooper recruit schools 134 through 142 representing African-American, White, and Other recruits. Although graduation rates for White recruits (76.39 percent) remained above average for the 142nd recruit school (69.41 percent), those rates were significantly below average for African-American recruits (22.22 percent) and Other recruits (50 percent), suggesting that MSP still has work to do in reducing barriers for successfully completing trooper recruit school for non-White recruits.

**Table 3. Graduation rates for past eight recruit schools, by race**

| TRS | Black | White | Other | Total |
|-----|-------|-------|-------|-------|
| 134th | 44.44% (N=4) | 71.74% (N=99) | 80% (N=4) | 70.39% (N=107) |
| 135th | 76.92% (N=10) | 76.42% (N=81) | 64.29% (N=9) | 75.19% (N=100) |
| 136th | 66.67% (N=2) | 66.67% (N=36) | 83.33% (N=5) | 68.25% (N=43) |
| 137th | 80% (N=4) | 85.07% (N=57) | 60% (N=3) | 83.12% (N=64) |
| 138th | 100% (N=3) | 79.37% (N=50) | 60% (N=3) | 78.87% (N=56) |
| 139th | 28.57% (N=2) | 74.63% (N=50) | 63.64% (N=7) | 69.41% (N=59) |

| TRS | Black | White | Other | Total |
|---|---|---|---|---|
| 140th | 50% (N=3) | 66.67% (N=40) | 87.5% (N=7) | 67.57% (N=50) |
| 142nd | 22.22% (N=2) | 76.39% (N=55) | 50% (N=2) | 69.41% (N=59) |

Source: Michigan State Police.

Toward the end of the assessment period, MSP provided the assessment team with graduation and attrition data for the most recent trooper recruit school, 143, which took place during the first half of 2023. **Table 4** shows demographic data and attrition rates for the 143rd recruit school. All non-White recruits (n=6) who entered the 143rd recruit school graduated. This achievement is noteworthy for MSP but should still be taken with caution given the small sample size of non-White recruits. White (n=57) and male (n=56) recruits still dominated the 143rd recruit school compared to non-White (n=6) and female (n=7) recruits.

Table 4. Demographic data and attrition rates for TRS 143

| Race | Begin Males | Grad. Males | Attrition | Begin Female | Grad. Females | Attrition |
|---|---|---|---|---|---|---|
| Black | 5 | 5 | 0% | 0 | 0 | N/A |
| White | 50 | 35 | 30% | 7 | 5 | 29% |
| Other | 1 | 1 | 0% | 0 | 0 | N/A |
| Total | 56 | 41 | 27% | 7 | 5 | 29% |

Source: Michigan State Police.

**Recommendation 8: MSP should continue examining barriers to recruitment for non-White and non-male recruits by consistently tracking reasons for failure or attrition, and then implementing practices that will help reduce identified barriers.**

**Finding 9: MSP provides publicly available recruiting materials on its website.**

MSP's recruiting materials for applicants are primarily housed on MSP's website.[4] Overall, the website contains information on upcoming recruit schools, how to become a trooper, recruiting efforts, the department's mission and culture, career opportunities within MSP, the hiring process, and upcoming recruitment events. MSP does a commendable job of recruiting through the website,

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[4] "MSP – Careers," Michigan State Police, https://mspjobs.michigan.gov/.

allowing for interested individuals to become well acquainted with the department and employment opportunities.

**Recommendation 9: MSP should maintain current efforts.**

**Finding 10: MSP has revised its recruiting process into one that has centralized leadership, provides full-time recruiting representation in all seven MSP districts, and systematically selects members for the recruiter position.**

Procedure Manual 03-04 governs MSP's recruiting efforts and details the department's preemployment process, including those for recruiting, selecting, and conducting applicant background investigations. The manual states that the Recruiting and Selection Section commander is responsible for the selection of troopers and that the Recruiting and Selection Section coordinates recruitment activities and background investigations. As part of the recruiting process, district and Post commanders make recommendations to the Recruiting and Selection Section to select and appoint department recruiters. Selected district recruiters are supposed to operate on a full-time basis, whereas Post recruiters, whose roles are optional but encouraged, operate on a part-time basis. Recruiters are then expected to coordinate recruitment activities within their respective district or Post under the direction of their Post commander, district commander, or the Recruiting and Selection Section. Specifically, Procedure Manual 03-04 states, "Recruiters shall make frequent public appearances related to recruiting. Recruiters shall develop and maintain contact with those individuals and organizations capable of assisting the department with its personnel goals. Recruiters shall respond in a timely manner to potential applicants' request for information."

As of May 2023, MSP has a full-time recruiter in each district and two full-time recruiters in the second district. This represents a significant step for MSP, where recruiters previously operated in a part-time capacity. Prior to May 2023, MSP did not systematically select recruiters for those positions, but instead, simply tasked recruiters with the role. However, MSP modified its recruiter selection practices so that interested individuals must submit formal applications and complete the recruiter selection process.

MSP previously decentralized its prior recruiting process, allowing recruiters at the district and Post levels to operate without a formalized, cohesive approach. However, we were informed that this "pulled [recruiting efforts] in too many directions" and now all district recruiters report to the first lieutenant of the Recruiting and Selection Section of the Human Resources Division. Although this new recruiting structure is still relatively new, MSP recruiting personnel reported that the new structure allows the department to have a "cohesive message throughout the state" given that direction now comes directly from MSP headquarters as opposed to the district or Post levels.

Although MSP's current recruiting structure represents an improvement from prior practices, MSP personnel stated that district recruiters are still given broad autonomy in how they recruit within their districts. Additionally, although recruiting leadership directs recruiters to certain events, the process is primarily based on district recruiters proposing to attend the events and providing justification to leadership as to why participating would be beneficial. However, this process lacks

overall intentionality in selecting the events. Though a degree of autonomy is certainly understandable, the actions of district recruiters should still be done in a systematic way to ensure they align with the department's specific diversity goals and strategies. Further, the selection of recruiting events should be tied directly to MSP's recruiting strategy. These recruiting events can then be supplemented by additional events that recruiters identify, maintaining a degree of autonomy.

**Recommendation 10: MSP should more systematically identify recruiting events that are directly tied to its stated recruiting strategy.**

**Finding 11: In addition to district recruiters, MSP has also experimented with and implemented other innovative forms of recruiting, some of which have been more successful than others.**

In addition to full-time recruiters, MSP previously experimented with recruiting squads that do targeted recruiting in select areas of interest. For instance, the department operated the southeast recruiting squad in four of the largest counties. MSP also previously piloted a full-time recruiting squad that was "dedicated solely to identifying and initiating nontraditional recruiting initiatives and relationship building in Washtenaw, Oakland, Wayne, and Macomb counties, which make up 40 percent of Michigan's population." However, the department has since ended the recruiting squads and decided to hire recruiters in each district instead. Several challenges led to the recruiting squads being discontinued, including challenges related to the following: COVID-19 pandemic, communication and information, and high turnover rates for recruiting squad members.

Although not mentioned in Procedure Manual 03-04, MSP uses other recruitment mechanisms besides recruiters. These mechanisms include career fairs, community engagement events, marketing campaigns, strategic partnerships, and recruitment pipelines. For example, MSP established its explorer and cadet programs to help expose high-school age students to a career in law enforcement and help individuals gain exposure to the trooper position and MSP culture, respectively. MSP also developed a partnership with *El Informador*, which is West Michigan's largest Spanish-language publication, in the second quarter of 2021. MSP has leveraged this partnership by including recruiting advertisements on *El Informador*'s various platforms.

MSP has also produced recruiting materials that aim to connect with a diverse array of applicants. For example, the department's Hispanic Heritage Month video highlights Hispanic MSP personnel discussing their experiences working for MSP. In addition, the department's Be the Difference recruiting video and Michigan State Police Recruiting Ad video emphasize the different cultures and backgrounds of personnel who work for MSP. MSP's strategic plan for 2020–2022 also included an objective to review and improve the department's current youth mentoring and cadet programs. In response, MSP established the Trooper Explorer Program in metro Detroit during the first quarter of 2021 to expose youth ages 14 through 21 to a career in law enforcement through training and mentoring by troopers.

As another positive example, MSP has a long-standing partnership with 2050 Partners Inc., a Michigan-based marketing, social impact, and business strategies company. 2050 Partners Inc. has worked to help MSP promote the department's social capital and showcase the positive things the department is doing with the community. 2050 Partners Inc. has also helped MSP think differently about who its applicants are and how the department can get the attention of a diverse applicant pool. Specifically, 2050 Partners Inc. provided MSP with guidance and strategies for "culturally authentic" messaging that will resonate with a diverse applicant pool. MSP has also used the information learned from this partnership to ensure that recruiting materials portray diverse imagery (see **Figure 3**) in which "everyone can see themselves in the position" of an MSP trooper. MSP has also leveraged this collaboration to inform MSP's overall recruiting process, which includes developing messaging and identifying target audiences. The image below represents an example of changes in recruit material imagery that 2050 Partners Inc. recommended to MSP.

**Figure 3. MSP recruitment material**



Source: Michigan State Police.

**Recommendation 11.1: MSP should maintain current efforts in developing and evaluating innovative forms of recruiting.**

**Recommendation 11.2: MSP should maintain its partnerships with organizations that can provide guidance and expertise on recruiting a diverse workforce.**

**Finding 12: MSP has made tangible efforts to institute recruiting and hiring practices that reduce barriers to applying for the trooper position.**

MSP has instituted recruiting and hiring practices that reduce barriers to apply for the trooper position, which is consistent with its objectives outlined in the departmental strategic plan for 2020–2022. For example, the department identified two barriers to applications: the cost for the MCOLES

entry-level test and the associated location restrictions for taking the exam. In the third quarter of 2020, MSP worked with the National Testing Network to finalize an agreement to waive the test fee for MSP applicants and allow applicants to take the test from anywhere on their personal computers. Such changes increase opportunities for those who want to take the initial step of becoming a trooper. MSP also identified a high attrition rate at the start of recruit school. As a result, MSP instituted applicant preparation sessions to help applicants prepare for recruit school. These sessions cover content related to legal concepts, water safety, and physical fitness. Recruit school candidates are also provided a physical training preparation plan prior to attending. Those recruits who are not successful in recruit school can also transfer to a Post where they serve as a cadet and can improve on any topics that were challenging to them as they prepare for the next recruit school. Lastly, MSP modified its Post assignment process for new recruits, so they have more control over where they are stationed. Applicants are now asked for their three preferred Post assignments during the application process and are provided their Post assignment prior to the start of recruit school.

**Recommendation 12: MSP should maintain these new practices and build upon them to further address higher attrition rates for non-White and non-male recruits.**

### Finding 13: The MSP does not have a formal process for evaluating the effectiveness of recruiting efforts.

A major shortcoming of MSP's recruiting efforts to date has been the lack of a formal process for evaluating the effectiveness of the efforts. In fact, one of the action items listed in MSP's strategic plan for 2020–2022 is to "establish a mechanism to routinely assess the effectiveness of recruiting outreach." The prior decentralized recruiting process, in which each district had its own recruiting plan and oversight occurred at the department, district, and post levels, made evaluating effectiveness difficult. With the new centralized recruiting structure, MSP recruiting leadership now meets weekly to discuss applicant numbers and any necessary modifications to the recruiting process. Although this process is a positive step for the department, it would still benefit from a more formal mechanism for evaluating the effectiveness of recruiting efforts, specifically as it relates to identified goals for diverse recruitment.

**Recommendation 13: MSP should incorporate more formal mechanisms for evaluating the effectiveness of recruiting efforts, specifically as they relate to identified goals for diverse recruitment.**

### Finding 14: MSP primarily relies on the background investigation and hiring interview panel to assess the character, and potential bias, of applicants.

The primary components of the hiring process that MSP uses to assess the character, and potential bias, of applicants are the background investigation and the hiring interview. MSP established the background investigation process more than a decade ago through research of policy, guidelines, and practices of other state police agencies. MSP personnel indicated that the process has been reviewed

and refined since initial implementation. As part of the background investigation, applicants complete a personal history questionnaire developed by a third-party vendor. Applicants also complete an initial face-to-face interview with an MSP background investigator who visits the applicants' homes and interviews members of their family. They also conduct interviews with applicants' employers or supervisors. To guide these interviews, background investigators use standardized forms, including the Personal Reference Report and the Employment Reference Report. The Personal Reference Report includes several questions about the applicant's character, such as "Have you ever seen the applicant display any racial or sexual prejudices?" Similarly, the Employment Reference Report includes questions about the applicant's respect for others and any indication of biases. The form asks the employer to rate the applicant's "Respect for others" behavior on a scale from "Unacceptable" to "Excellent." A Yes/No question about any indications of biases is also presented. If the "Yes" option is selected, the background investigator is required to provide a written explanation. Background investigators are also required to interview at least three primary references provided by the applicant. Notably, MSP also requires investigators to interview three secondary references, given the expectation that primary references will report only favorable information about the applicant. Furthermore, Procedure Manual 03-4 states that "open-source internet searches shall be conducted on the applicant. Any social media accounts the applicant may have shall be determined and noted in the investigation report....Any concerning information related to the ability to perform the essential job functions of a trooper shall be noted in the report as well as the applicant's response to the information." The inclusion of this component in the background investigation process is critical because "a candidate's biases often emerge through their social media posts" (Morison 2017, 17). However, MSP could strengthen this component in the process with specific instructions or examples as to how background investigators should review social media accounts and what constitutes potentially "concerning information."

The hiring interview panel is another component intended to safeguard against prejudicial hiring of individuals. The panel comprises three department members, sworn and civilian. Hiring interview panelists receive training about behavioral-based interviews and the objective of the interview. The hiring interview is primarily composed of behavioral questions that focus on trust-building, work standards, decision-making, stress tolerance, and job and motivational fit. One relevant question included in the interview guide is "Why is diversity and inclusion integral to the successful mission of the Michigan State Police, and what opportunities have you had in the last six months to foster diversity and inclusion in your life?" Although the hiring interview panel has great potential to safeguard against prejudicial hiring of individuals, the current system could be improved to maximize this potential. For instance, the Office of Community Oriented Policing Services (COPS Office) published a resource called *Law Enforcement Best Practices: Lessons Learned from the Field*, in which it states, "To increase community trust and enhance the hiring process, agencies should engage the community—solicit community input, especially through interviews, and invite community leaders and representatives to participate as panel members during oral board interviews" (2019, 105). Although MSP has incorporated community involvement into trooper recruit school, there is currently no community representation on the hiring interview panel.

**Recommendation 14: MSP should strongly consider incorporating some aspect of community representation into the hiring process. This may include having community representation on the hiring interview panel.**

# Section 3: Trooper Policies, Trainings, and Practices

Law enforcement policies and procedures are essential for creating a road map for troopers to navigate various scenarios, sometimes challenging and potentially dangerous. Policies are the foundation of an effective police department and serve as a promise to the community that troopers will respond safely and responsibly. Accordingly, policies need to reflect this commitment to the community, adopting "procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with rank-and-file officers and with the citizens they serve" (*Final Report of the President's Task Force on 21st Century Policing*). Therefore, policies must reflect community values, be transparent, and clearly identify expectations for behavior, particularly in matters related to bias-free policing, de-escalation tactics, use of force, and consent searches. However, policies alone are not enough. To carry out their responsibilities efficiently and effectively, law enforcement professionals need comprehensive and regular training. This training not only pertains to policy but also best practices in various scenarios and the proper use of constantly evolving technology. Therefore, training should be a combination of theoretical training and practical application training to best ensure critical topics translate into daily application of best practices. Accordingly, we evaluated the policies, trainings, and practices of on-the-street troopers to identify areas of strength as well as areas where improvements could be made.

## Trooper policies

**Finding 15: MSP has several policies that provide guidance to troopers to ensure constitutional and bias-free policing.**

As an initial step in our evaluation, we assessed the scope and depth of MSP's policies specifically related to bias, discrimination, and traffic enforcement to determine whether gaps in the policy may explain MSU's findings. Overall, MSP has several policies that provide guidance to troopers to ensure constitutional and bias-free policing. As a primary policy, MSP troopers are bound by Official Order 02-01, expressly stating the following:

> Members shall not knowingly violate the state or federal civil rights of fellow members or the public. Public expression of any prejudice against any individual or group based on race, color, religion, sex, national origin, marital status, disability, height, weight, genetic information, or other area protected by law is prohibited.

More specifically, MSP also adheres to Official Order 02-03 (Bias-Free Policing), which has five subsections detailing policy safeguards to prevent biased and discriminatory policing, three of which relate to a trooper's individual actions:

A. The department acknowledges that one of its primary functions is to provide fair and impartial public safety services. All members shall provide service and enforce the law in a professional, nondiscriminatory, just, and equitable manner.

B. Members shall act, speak, and conduct themselves at all times in a manner that treats others with courtesy and respect. Decisions and actions should not be influenced by bias, prejudice, or discriminatory intent.

E. Members shall not retaliate against any person who initiates or provides information or testimony related to an investigation, prosecution, internal affairs complaint, litigation, or hearing related to the department or its members, regardless of whether the person's participation in the complaint is as a victim, witness, investigator, decision-maker, or reviewer.

## Recommendation 15: Maintain current policies related to constitutional and bias-free policing.

### Finding 16: MSP's policies related to constitutional and bias-free policing could be improved to provide greater clarity to troopers.

Although MSP possesses the minimum policies necessary to protect against biased or unconstitutional policing, the policies themselves could be improved to provide greater guidance for troopers as to how they can actively ensure bias-free policing. For instance, MSP could consider adding language similar to the Commission on Accreditation for Law Enforcement Agencies (CALEA) standards that state, "Law enforcement personnel should focus on a person's conduct and not consider common traits unless that trait has been associated with a specific suspect of a crime or the suspects associated with a pattern of incidents in a particular area."[5] Furthermore, MSP could provide greater specificity as to what actually constitutes discrimination. MSP already possesses language for this in the form of Official Order 02-30 (Discriminatory Harassment), which provides much greater detail on what constitutes discrimination and harassment and explicitly states that corrective action up to and including termination will result from discrimination or harassment. The official order also specifies prohibited conduct including the following:

(1) Explicitly or implicitly, ridiculing, mocking, deriding, or belittling, intimidating, threatening verbally or physically, or bullying any person.

(2) Making offensive or derogatory comments to any person, either directly or indirectly, based on race, religion, color, gender or gender identity, sexual orientation, national origin, age, height, weight, marital status, familial status, disability, social or economic status, partisan considerations, genetic information, or other personal characteristics. Such harassment may be a prohibited form of discrimination under state and federal law and is considered misconduct subject to disciplinary action.

(3) Nonverbal, suggestive, or sexually insulting actions such as leering, suggestive sounds, obscene gestures, use of department communications to download sexually

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[5] https://calea.org/129-le1-m-m-m-m-le1-unlawful-or-improper-bias-policing-public-safety.

explicit materials, or sending sexually implicit or explicit email, voice mail, text messages, or social media.

Accompanying Official Order 02-30 is Official Order 02-31 (Reporting and Investigating Harassment and Discrimination), which outlines specific accountability steps that must be taken when there is a violation of 02-30. However, in reviewing the policies and in speaking with MSP, Official Orders 02-30 and 02-31 both pertain to workplace discrimination and harassment and are not intended to apply to interactions with community members.

MSP should also adjust its policy to avoid passive language, especially when related to bias-free policing. For example, Official Order 02-03-01 states that "decisions and actions should not be influenced by bias, prejudice, or discriminatory intent" rather than using more direct language such as "members shall not make decisions and actions that are influenced by bias, prejudice, or discriminatory intent." MSP policy would benefit from clearer language without allowing room for subjective interpretation that the term "should not" allows.

**Recommendation 16: Enhance policies to provide greater guidance on what troopers should do, as well as clarify terms and avoid passive language.**


**Finding 17: MSP's Department Philosophy directive lacks direct reference to the community.**

In addition to patrol operations, we evaluated the overall culture within MSP, as culture within a law enforcement agency can often dictate the behavior of its members on the street. For agencies with a culture of professionalism, members will act constitutionally, respectfully, and in accordance with industry standards. For agencies that hold the bar lower, members will respond accordingly, including for standards related to respectful policing. Tracking culture and responding when issues present themselves are imperative. Therefore, we looked at MSP's culture from two lenses: the culture as described in official departmental documents and the informal culture as described by members of the department. In many law enforcement agencies, some degree of distance often exists between the two cultures, and we found this to be the case with MSP.

In evaluating formal components of the department's philosophy and approach to law enforcement, we begin with Official Order 02-02 (Department Philosophy), which was last reviewed in April 2022. Within this directive are several cultural expectations within the department:

**Philosophy of Leadership**

The department achieves its mission through employees who distinguish themselves as leaders by their ability to earn respect, instill confidence, and strengthen morale by providing vision, accountability, and recognizing individual contributions and achievements.

**Value Statement**

A PROUD tradition of SERVICE through EXCELLENCE, INTEGRITY, and COURTESY.

**Mission Statement**

Provide the highest quality law enforcement and public safety services throughout Michigan.

**Vision Statement**

Be a leader and partner in law enforcement and public safety, with a highly trained, full-service state police force that is mobile, flexible, and responsive to emerging public safety needs across Michigan.

**Culture**

ONE: Disparate parts joining together under a singular mission to achieve success; uniquely different but working together to appear as one. A state of connectiveness and community where together is always better.

**Law Enforcement Code of Ethics**

The Law Enforcement Code of Ethics was adopted by the International Association of Chiefs of Police in 1957.

Many of these characteristics are laudable, though we note some opportunities for further updates based on MSP's desire to be a community-focused organization. For instance, the directive strikingly lacks a specific reference to the community, the very people that MSP troopers are expected to demonstrate these philosophies to. In some cases, the community may be implied as the subject of the statement. For example, the mission statement presumably relates to providing community members with the highest quality of services. However, the directive could therefore be updated to make this more explicit, recognizing the equal partnership with the community and identifying the department's philosophy toward that partnership.

**Recommendation 17: MSP should recognize the community as equal partners in the Department Philosophy directive.**

**Finding 18: MSP's policies on traffic enforcement do not sufficiently recognize the community being served nor provide sufficient guidance on the use of discretion.**

MSP devotes an entire section of its official orders to traffic enforcement (Official Orders 06 – Traffic Enforcement and Crash Investigation). A total of 17 individual official orders are within that section. The policies range in their scope and focus and include guidance for conducting and documenting a stop, crash reconstruction, specific stop characteristics (e.g., stopping impaired drivers, nonresident drivers, school buses, or snowmobiles or off-road vehicles), and other traffic enforcement considerations. MSP's seven procedural manuals related to traffic enforcement provide even more specific guidance.

The first official order in this series is Official Order 06-01 (Written Directives Related to Traffic Enforcement), which provides overarching guidance for all traffic stops. However, MSP could enhance this policy to better regulate the potential for bias. For instance, the Purpose section of the policy discusses only traffic safety as the intention of the official order. The section states that what follows in the policy is "designed to aid enforcement members in achieving maximum effectiveness for safe traffic flow and prevention of traffic crashes." The section also states that troopers should

place a "special emphasis on violations likely to cause traffic crashes" as well as "violations likely to result in serious injury should the vehicle be involved in a traffic crash." To be sure, a primary function of MSP is to ensure safe and responsible driving on public roads, and these elements should not be removed from the policy. However, the Purpose section warrants an acknowledgement of the community being served during traffic enforcement and that the purpose of the policy is to also provide guidance on the respectful engagement with community members during such stops.

In large part, the rest of the policy lacks such guidance on respectful engagement with community members. For instance, Section 2 of the policy states, "Enforcement members shall be courteous and maintain a professional demeaner throughout the traffic stop." However, the rest of the section discusses the mechanical steps that troopers are expected to follow and, aside from "Inform the driver why they were stopped," does not provide any other guidance on conducting procedurally just stops. Therefore, although MSP provides a policy expectation for being "courteous and maintain[ing] a professional demeanor," it does not provide further instruction about how troopers should comply with that policy.

Furthermore, one of the most prominent elements in traffic stops is the discretion vested in troopers to initiate the stop, investigate potential crimes, and determine the outcome (i.e., give a warning or ticket). This element is recognized within the Purpose section of the policy, stating that troopers shall "exercise good judgment in use of discretion and at all times be accountable for their actions." Yet the rest of the policy is again silent on exactly <u>how</u> troopers are expected to exercise their good judgment. In some places, the policy attempts to limit discretion by urging troopers to issue citations in certain situations. For example, Section 06-01-3.B states, "Enforcement members are encouraged to adopt a zero-tolerance approach with no verbal warnings when enforcing safety belt and child restraint violations." However, in other situations, no expectations for discretion are described. For instance, MSP may consider adding something to the effect of "the use of troopers' discretion should be to the benefit of the community member" or "the use of troopers' discretion shall not be used in a retaliatory or punitive manner." As no other MSP official order addresses formal expectations for discretion, we recommend providing stronger guidance in this policy.

**Recommendation 18.1: Recognize the dignity of community members in traffic enforcement policy and provide greater guidance on enforcement members providing procedurally just service.**

**Recommendation 18.2: Provide greater guidance to troopers on the use of discretion, including when discretion is encouraged and when discretion is limited.**

**Finding 19: The MSP has strong, explicit Duty to Intervene requirements, but there are areas for improvement and reinforcement.**

MSP has two policies that provide instruction to troopers who witness other troopers acting in a biased or discriminatory manner. The first policy is Official Order 02-06 (Duty to Intervene), which requires troopers to have a "legal, moral, and ethical responsibilit[y] for preventing and/or stopping improper actions by law enforcement officers and other government officials, and for ensuring the

well-being of those in the profession. Members who fail to meet their obligations to prevent or stop improper action may expose themselves to criminal charges, civil liability, and Department discipline."

The policy specifically cites constitutional violations as a situation requiring troopers to intervene, including "discriminatory policing, including discrimination based on race, gender, religion, sexual orientation or identity, ethnicity, or national origin." Furthermore, the policy includes two provisions that strengthens it. The first is an explicit statement that intervention does not relieve troopers from reporting the misconduct, and the second makes clear that the policy applies "regardless of the rank, seniority, position, or title of persons involved." By reinforcing the duty to report even if the misconduct was stopped and regardless of rank structure, MSP has safeguarded against common barriers to reporting.

The second policy related to observation of other members' misconduct is Official Order 02-03 (Bias-Free Service). Two subsections within that policy identify members' responsibilities when observing bias or discrimination from others:

> C. All members share responsibility for preventing bias in the delivery of public safety services.
>
> D. Members who have observed or are aware of other members who have engaged activities based on bias, prejudice or discriminatory intent shall immediately report such incidents to a supervisor, the Professional Standards Section (PSS), or the department's Equity and Inclusion Officer (EIO).

MSP informed the assessment team that these two subsections do not necessarily constitute a duty to intervene, but the Code of Conduct (broadly) and the Duty to Intervene policy (specifically) would be in effect in this situation. We agree that the other policies would have authority; however, to strengthen this policy, MSP may consider reinforcing an officer's duty to intervene in this specific context.

We also note that, between the two policies, the more explicit Duty to Intervene policy only discusses "discrimination," whereas the Bias-Free Service policy uses the more expansive term "bias, prejudice, or discriminatory intent." We recognize that the Duty to Intervene policy is referencing constitutional violations that include discriminatory policing though not necessarily biased policing. However, this discrepancy does not prevent MSP from expanding the Duty to Intervene policy to beyond discrimination, based on traits listed in the Bias-Free Service policy. For instance, MSP could add separate language that mirrors subsection D of the Bias-Free Service policy requiring troopers to intervene when they "have observed or are aware of other members who have engaged activities based on bias, prejudice or discriminatory intent." By placing such language in the Duty to Intervene policy, MSP will have an explicit prohibition rather than relying on the vaguer language of Bias-Free Service.

Finally, we note that Official Order 02-02 (Department Philosophy), and particularly its Culture statement, can be viewed as incongruous with these policies. The official order's Culture statement reads as follows:

ONE: Disparate parts joining together under a singular mission to achieve success; uniquely different but working together to appear as one. A state of connectiveness and community where together is always better.

Compared against the Duty to Intervene policy, the culture statement may be interpreted as prioritizing relationships within the department to "appear as one." Although the Duty to Intervene policy carries explicit requirements to intervene when an opportunity exists (and therefore would have more direct applicability in such situations), MSP should ensure that all departmental missives are consistent with each other in order to reinforce the philosophy. We therefore recommend that MSP revise its culture statement to be consistent with other MSP directives.

**Recommendation 19.1: Expand the Duty to Intervene policy to mirror subsection D of the Bias-Free Service policy.**

**Recommendation 19.2: Review and revise the MSP's culture statement to be consistent with other policies, including Official Order 02-06.**

**Finding 20: MSP's policies related to off-duty activity requires an actual effect to occur in order to find a violation.**

MSP has two policies that discuss off-duty activity by its members. The first is Official Order 02-01 (Code of Conduct), which contains an Individual Deportment section consisting of three subsections:

Section 4.5 Members shall maintain a level of conduct in their personal and business affairs, which is in keeping with the highest standards of the law enforcement profession. Members shall conduct themselves at all times, both on and off duty, in a manner that will reflect favorably upon the department. Conduct unbecoming a member shall include that which brings the department into disrepute or reflects discredit on the individual as a member of the department or that which impairs the efficiency of the department.

Section 4.5a Members shall not make public statements, on or off duty, which show a reckless disregard for the truth.

Section 4.5b Obscene or immoral conduct on duty is prohibited.

In addition to this code of conduct, MSP has a specific policy related to social media [Official Order 02-52 (Personal Use of Social Media)], which reads, in relevant part, as follows:

Members are free to express themselves as private citizens on social media sites to the degree that their postings do not impair working relationships, impede the performance of duties, impair discipline and harmony among co-workers, or negatively affect the public perception of the department.

For both policies, an <u>actual</u> effect on the public perception of the department is required for off-duty activity to be considered misconduct. We recognize that regulating off-duty behavior must strike a balance between the need to maintain the agency's public integrity with the need to maintain respect for members' First Amendment rights (including speech and assembly). However, MSP may consider revising these policies to state that misconduct occurs when member behavior would be <u>significantly likely</u> to bring disrepute on the department or diminish the members' ability to fulfill their critical

law enforcement function, even if not known to the public. MSP may use social media activity to question a member's truthfulness or bias, particularly during a court hearing, and policy should reflect that standard of integrity.

**Recommendation 20: Update policies to reflect a significant likelihood of bringing disrepute to the department rather than requiring an actual effect.**

# Trooper trainings

Although all troopers receive training at the academy, skills are perishable. Without ongoing refresher training, troopers may forget department-taught expectations and replace them with "the way we've always done it." Troopers should also repeat training to optimize the effects of skills acquired and memory retention (Greco & Fischetti, 2018). Though such refresher training can apply to all professions involving perishable skills, ongoing training for law enforcement is particularly crucial as it can ultimately save lives.[6] In addition, refresher training can be valuable to law enforcement in other areas, including through a greater ability to prevent and cope with stress (Greco & Fischetti, 2018). The significance of retraining perishable skills in law enforcement is well recognized, so much so that some states have mandated law enforcement officers to participate in various perishable skills programs.[7] We therefore evaluated the refresher training received by MSP members after academy training, including in-service training, training delivered at the Post- or District-level, or other training as required by the MSP. In particular, we reviewed training relevant to our scope of work, including trainings related to bias, community interaction, and officer decision-making and discretion.

**Finding 21: MSP has recently delivered two trainings on bias and policing, one that was not well received and a more recent one that was well received.**

Within the past eight years, MSP has provided two core trainings dealing directly with issues of bias and policing. The first course, taught from 2015 to 2022 and titled Fair and Impartial Policing, covered concepts of implicit bias. MSP provided this training at the Post, at the training academy, and at off-site locations as mandatory training for both enlisted and civilian personnel; the course was presentation based but also included a group discussion.

During our conversations with troopers, sergeants, and MSP leadership, we discussed this training. Although a few individuals said some positive things about the training, the majority informed us that the training was not well received. For instance, several MSP personnel felt the training painted all police as racist due to racial bias as a systemic phenomenon. As a result of many members feeling

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[6] https://leb.fbi.gov/spotlights/officer-survival-spotlight-wide-reaching-benefits-of-law-enforcement-training.

[7] "Legislative Mandated Training," State of California, accessed April 17, 2023, https://post.ca.gov/Legislative-Mandated-Training; "Mandated Training | Colorado Peace Officer Standards and Training," State of Colorado, https://post.colorado.gov/training/mandated-training.

attacked by the training, their response was defensive. Given the negative reaction, MSP no longer offers the course.

More recently, MSP has developed a new bias training course as part of the newly rolled out in-service training that started in June 2022. This course, The History of Policing and Race, is a 1.5-hour class taught on the last day of in-service training for troopers and sergeants. Each class has 15 members in attendance, which allows for a more intimate class discussion following the PowerPoint presentation. The deputy director of the Professional Development Bureau created the class, and it is taught by the Training Division commander who is responsible for the new-recruit training academy, and an inspector who is also the chief Diversity, Equity, and Inclusion officer.

The purpose of the training was to show troopers that our nation's history with race is complicated but critical to discuss to understand how that history relates in present day, particularly in the context of law enforcement. The training discusses how historical discrimination may contribute to disproportionate crime rates in communities of color. Relatedly, the training addresses why a minority driver may respond differently to a trooper than their White counterparts and shows how behavioral differences could be rooted in cultural differences rather than resistance. The presentation covers the spectrum of the current views on policing in America and how major nationally recognized events in recent years (e.g., the death of George Floyd) have negatively affected those views on policing. The presentation also draws in specific historical context to Michigan police shootings and history. Moreover, it covers the racial segregation in neighborhoods and how redlining districts in Michigan led to socioeconomic differences across neighborhoods even to this day. The presentation explains that people are not biologically predisposed to commit crime and that minorities disproportionately represent high-crime areas because of a national history of intentionally and legally discriminating against minorities through policies at the federal, state, and local levels. These historical factors influenced housing, education, and employment for minorities across many generations and have resulted in disparate levels of wealth and social capital, as well as varied subcultures that permeate through today.

We also identified a second version of this training that included additional slides developed by a sergeant within MSP. These slides included the origins of policing and the era of slave patrol in the United States. The instructor then mentioned possible parallels of these origins to a recent case where a police officer was found guilty of racially profiling and assaulting a black veteran officer in 2019. In addition, the instructor added his own personal experiences and how they influence his work as a trooper. He mentioned that prior to getting a higher education, he had very minimal contact with anyone who was not White, which contributed to his own biases. He also shared that once he had joined the force, he had an outwardly racist partner on the road. We found this modified presentation to have added significant elements to the overall presentation though it is unclear how many individuals received this version of the training compared to the original version.

The content of the presentation, listed in the previous two paragraphs, is paired with two breakout sessions to complete the training course. In the first breakout session, students discuss their childhood experiences as related to their current career success at MSP. The deputy director of the Professional Development Bureau said that the goal of this discussion is to have the students

understand that they received significant support from their elders (i.e., parents, teachers, coaches) to get good grades and participate in extracurriculars and that not everyone receives such guidance. In the second breakout session, students are tasked with researching police culture and associated behaviors, with the intention of showing how the subculture that a person belongs to can subconsciously guide their behavior.

Overall, the History of Policing and Race course had a much more positive reception from the troopers, and many whom we spoke with indicated that they felt less attacked during the training (in stark contrast with the aforementioned Fair and Impartial Policing training). Whereas some members felt this training was unnecessary, most felt it was well delivered and clearly explained the history in a neutral manner. Based on the notes that are a part of the PowerPoint slides, this appears to have been the intent because at the beginning of the presentation, the instructors make clear that they will present "without judgment, opinion, or commentary," on students' perceptions of the topic and that the training lacked any intent to label anyone as racists or bigots.

Overall, we agree that the training appears well developed and covers key topics. However, we did find some elements of the training that should be reconsidered or clarified for future use:

1. *Some sections compare people of different socioeconomic status unfavorably.* For instance, one section of the material appears to hold the position that people in lower socioeconomic classes adhere to a subculture that makes them partially responsible for their own poverty. The presentation correlates negative attributes to low-class citizens and their subculture, including working only paycheck to paycheck, having low skills, living in single-parent households, and lacking aspiration. In comparison, the presentation also shows primarily positive attributes associated with the middle-class subculture, such as finding entertainment in sports and movies, volunteering, and wanting their kids to go to college. On its face, the presentation appears to make unequal comparisons of the social classes (i.e., family structure of low-class versus favorite pastimes of the middle class).

2. *It may be beneficial to share with training participants the research that informs the content discussed.* The deputy director of the Professional Development Bureau provided us with additional context as to how this portion of the presentation is discussed during in-service training, explaining that the content for the class subcultures is based on the sociology textbook *Power and Society: An Introduction to the Social Sciences* by Dr. Brigid Harrison. To reinforce neutrality from their perspective, instructors could include various discussion points along with these slides to better explain the research behind these subcultures. First, the instructors emphasize that while subculture guides everyone's behaviors subconsciously and is passed through generations, being of the low or poor social class is not a negative trait. The various forms of racial oppression from the past (housing, education, and employment) still affects minorities to this day and should not be overlooked. Second, these statements on subcultures are generalized, meaning there are individual differences among people and cannot be applied to every person within a subgroup. Individuals can escape poverty, but it is more challenging to make those changes when there is less support in underprivileged areas. One of the instructors gave additional justification for using this content: one major

pillar of the discussions around the subcultures is that no one can choose the social class they are born into. The instructors have also created their own version of the presentation to include a slide on the subculture of the extremely wealthy and the negative elements that can be associated with that subculture (e.g., "affluenza").

As we did not have an opportunity to physically observe the delivery of this training, we take at face value that the discussion goes beyond the words on the slide. However, we caution MSP to consider how this (and future training slides) might be viewed by a member of the public who is not provided such explanatory context. Looking only at the words on the slides, some may get the wrong impression, which may serve as a barrier to community trust rather than the intended goal of enhancing such trust.

**Recommendation 21: Consider providing greater subtext to The History of Policing and Race presentation slides.**

**Finding 22: MSP is providing cutting-edge virtual reality (VR) training to troopers on conducting traffic stops.**

In general, MSP does not provide strict training on what types of traffic infractions do and do not require a trooper to stop, as this is often at the discretion of the member.[8] For instance, no trooper is trained on how or when to stop a community member for equipment violations or going a certain amount over the speed limit. Rather, MSP's focus is on the interaction between trooper and community member. As a result, and as part of the recently reintroduced in-service training, MSP is conducting several VR scenarios related to traffic stops. Using an APEX VR system, these scenarios are designed to incorporate routine traffic stops, with a focus on positive engagement and de-escalation.

Because of the virtual environment, one of the most important benefits of VR systems for training is that if any of the desired outcomes or training goals are not met, officers can repeat the simulation for targeted reinforcement. Repetition can improve officers' cognitive ability in the same way that live exercises can improve physical muscle memory. VR training also has fewer logistical needs than in-person training, and operators can stop, debrief, and rerun a scenario as many times as needed. When paired with in-person training, VR training can lead to improved communication skills, creativity, and decision-making in real-world encounters. Furthermore, MSP's VR training allows for collection of data not possible with in-person scenarios. For instance, MSP training personnel informed us that they collect biometric data when conducting VR scenarios, including heart rate and other data. These data can then be used to identify causes of increased trooper stress during scenarios and offer real-time feedback on how to manage such stress. MSP is also looking to present these specialized VR trainings to the communities to enhance public perception of law enforcement by allowing community members to face the same situations that troopers experience. This initiative

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[8] In reviewing training and discussing with MSP, we note that training does emphasize that all traffic stops must be applied fairly and that troopers may not engage in pretextual stops.

will include providing the VR training to legislators in order to gain further legislative support for this training practice. Overall, MSP's use of VR to conduct traffic stop scenarios appears to be a positive practice within the organization and represents an emerging training modality. We recommend that MSP continue to explore all the opportunities associated with VR training as well as continue to use the system to practice the full range of interactions the department has with community members, including low-risk interactions and instances where communication skills are necessary to de-escalate the situation.

**Recommendation 22: Continue to explore opportunities associated with VR training, including expanding positive community interactions.**

### Finding 23: MSP does not provide sufficient training on the use of discretion, particularly with the concept of "going beyond the stop."

One area for training that we currently find lacking is training explicitly related to discretion. Discretion is a broad concept in law enforcement and can apply to several different areas, including deciding where to patrol, what represents a stoppable offense, when to give a ticket, and when to use investigative skills to scan for indicators of other criminal activity. Overall, the concept of discretion is inherent in law enforcement and cannot be erased; however, it also cannot be left without guidance by agencies, as unchecked discretion has the potential to result in disparities.

In particular, we find there is a dearth of training and other behavioral encouragement with respect to trooper actions in "going beyond the stop." In discussing this concept with MSP executives, they informed us that the concept of "going beyond the stop" pertained to any action supplemental to the specific reason that the trooper initiated the traffic stop in the first place. For instance, the executives informed us that this may relate to using the opportunity to enhance positive community perceptions of MSP; alternatively, executives informed us that this may relate to scanning for indicators of other criminal behavior in order to investigate further. However, in discussing the concept of "going beyond the stop" with troopers and sergeants, they universally explained that the concept applies solely to crime enforcement. Despite the widespread understanding of the term and its application during traffic stops, MSP has not provided regular troopers with any ongoing training related to the practice. Whereas some members of MSP's Hometown Security teams have gone through external trainings,[9] the troopers we spoke with indicated they developed their skills through on-the-job experience rather than any training received.

The use of on-the-job experience to determine how far to go beyond the stop is problematic for several reasons, the first of which being the lack of standardization and external validation of the trooper's subjective experience. Although many troopers we spoke with provided valid indicators that would specify the need for further investigation during traffic stops (including empty alcohol

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[9] In speaking with MSP, we were informed that training received by the Hometown Security Team is inconsistent and determined at the Post level. Therefore, while some have received external trainings, not all members have.

bottles, the smell of marijuana[10], and inconsistent or nonsensical answers to basic questions), many also provided subjective (and at times contradictory) indicators such as:

- Driving a rental car
- Slamming on the brakes
- Pacing a semitruck (rather than passing them)
- Fidgeting
- Lighting a cigarette when getting pulled over

Most troopers and sergeants we spoke with also stated that a sense of "nervousness" was a common indicator that may cause them to conduct additional investigation. In discussing how a nervous person might act, we were similarly given a range of actions that troopers and sergeants look for. Most of them discussed a person sweating (for instance, in winter) though others discussed things such as "looking forward with both hands on the steering wheel" or avoiding eye contact with troopers. In addition, it is rather crucial to note that "going beyond the stop" frequently occurs in predominantly minority communities. To diminish community concerns, more formal trainings and supervision should be practiced on "going beyond the stop."

We acknowledge the fact that, over the course of their careers, law enforcement professionals develop experience and familiarity in identifying criminal behavior. However, given the fact that MSP has a largely young trooper force (median years on the department is approximately 6.5 years), the use of personal experience to determine further investigation is not without its shortcomings. The extent of such shortcomings can ultimately be measured through a department's hit rates (e.g., the rate in which consent searches result in finding contraband). However, MSP informed us that there is no simple way to identify their current hit rates and therefore no way to gauge whether troopers' "experience" is grounded in reality. Thus, we recommend MSP measure and track consent search hit rates to determine the accuracy in which troopers are identifying indicators of criminal activity.

**Recommendation 23.1: MSP should introduce evidence-based training on the use of discretion, including more standardized indications of criminal behavior.**

**Recommendation 23.2: MSP should measure and track consent search hit rates to determine the accuracy in which troopers are identifying indicators of criminal activity.**

## Trooper practices

Although a department can have strong policies and effective training, the behavior of law enforcement on the street is what community members rely on most when determining their level of respect for the department and, consequently, their perceptions of the department's legitimacy. We therefore evaluated MSP's on-the-street operations and practices. For this section, we relied primarily on our ride-alongs with MSP troopers and sergeants as well our focus groups and targeted interviews.

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[10] Although marijuana is legal in the state of Michigan, it is still illegal to use marijuana prior to or while driving.

**Finding 24: MSP members of all ranks take pride in the department and the law enforcement field.**

Aside from the formal department culture, there is the culture, as informed by the members, which constitutes the department. During our ride-alongs and focus groups, we asked troopers and sergeants about their philosophy in law enforcement and what the culture of the department was. To the credit of many members that we spoke to, there was great pride in being a member of MSP; many noted the respect that MSP has historically enjoyed and their appreciation of the department's traditions. As with most law enforcement officers, MSP members we spoke with discussed how serving the community was a driving force in becoming a member. We credit the department with establishing that initial culture, as having such higher ideals will be reflected in the way members interact with the community.

**Recommendation 24: MSP should maintain efforts to establish a culture of pride in the department.**


**Finding 25: Supervisors do not sufficiently manage where and how troopers patrol, leading to disproportionate congregation in high-population areas with greater minority populations.**

As noted in the introduction, we did not find any evidence that MSP members patrolled in a biased or discriminatory manner. However, as MSU found in their report, disparities in traffic stops existed, and we therefore looked for potential rationales on how MSP members patrolled. In evaluating the operation of troopers' patrol, we primarily found that troopers are largely left on their own with respect to determining where in the Post to patrol and what to look for. In conducting ride-alongs and focus groups with troopers, we found they often used personal preferences and individually identified "hot spots" to decide how they would spend their time. Although some discussed specialty operations (e.g., focused deterrence on distracted motorists), the majority of trooper activity appears to be conducted without supervisory management. As such, there is no assurance that the Post is being evenly patrolled, and, to the contrary, most stated that they congregated near areas with more potential for "action" or where they may be more likely to be dispatched (i.e., urban areas).

In part, this patrol behavior is also related to expectations for how active a trooper should be in performing their duties. Presently, MSP does not have a policy or formal requirement dictating troopers' level of activity when on shift. In the past, a trooper was required to make an average of 3.5 contacts per hour; though now, expectations depend on each Post and associated population. Rather than an MSP standard, a trooper is expected to fall in line with the averages of their peers. Most of the MSP members we spoke with indicated supervisors' expectation that they make an entry (e.g., some type of enforcement activity, such as following up on investigations and making traffic stops) on their daily activity log every 20 to 30 minutes. Many discussed how their ability or inability to achieve this goal could affect their employee evaluations. MSP leadership stressed that there is no expectation for troopers to meet a minimum number of tickets written per day, but that there is a generalized expectation that troopers are remaining productive throughout the entirety of their shift.

MSP has a legitimate interest in ensuring that its members are performing the job they are paid to do. However, the widespread cultural expectation that troopers make entries on their daily at set intervals is akin to an informal quota system and may alter how troopers patrol. In particular, troopers working Posts with large, rural areas and interspersed urban areas may ignore the rural areas if there is not enough activity and congregate in urban areas to fill their dailies. As the urban areas are more likely to contain non-White residents, this may inadvertently lead to disparate stops.

In talking to troopers and sergeants, we also found that Posts do not have roll call meetings prior to a shift starting that would allow for the supervisor to provide specific area assignments for troopers. One trooper noted that the moment they drove into their assigned Post, they were considered on-duty and would begin their patrol. Supervisors we spoke with agreed that they did not consistently manage trooper placement to ensure proportional coverage. The supervisors we spoke with also noted the existence of an app they can use to identify the location of vehicles to determine their spread; however, few indicated they routinely used it. Therefore, trooper decision-making as to where to patrol appears to be left largely unmanaged by supervisors, limiting the supervisor's ability to identify and address any areas of concern.

We note that, starting in November 2023, MSP began requiring uniform supervisors to conduct virtual and in-person briefings at the beginning of shifts, which follows CALEA's best practices to be incorporated into official policy. This occurred after our data collection period ended, and we therefore are unable to determine whether the new process has addressed our comments here.

**Recommendation 25.1: MSP should reduce the emphasis on entries at set intervals for dailies.**

**Recommendation 25.2: MSP should better manage trooper proportionality across Posts, including through roll calls prior to starting a shift.**


**Finding 26: MSP troopers and sergeants feel underappreciated by both the department and the community.**

During our ride-alongs and focus groups, we found that despite MSP's desire to create unity within the department, there are common sentiments among street-level members that undermine the agency's ability to do so. Overall, many troopers expressed feeling underappreciated by both their internal and external communities. Most commonly, we heard members from all patrol ranks feel "thrown under the bus" in response to MSU's initial findings. For instance, when asked how they were introduced to the findings, many MSP members recalled it being through leadership, mainly through video recordings disseminated throughout the department as well as in-person meetings. In the latter format, leadership set out to visit each MSP Post to discuss the findings and explain what it meant for the department moving forward. Many members were caught off guard by the findings, with some reporting that they had no prior knowledge of the study even being conducted. One member claimed that they were made aware of the study's findings through a local news channel.

Of particular concern to the members we spoke with was the degree of input they felt they had in reviewing the findings before they were made public. Many felt the findings should have been

disseminated throughout the department before being disclosed to the media, allowing members to weigh in on the potential reasons for the findings, as well as contribute to the department's interpretation of the results and plan for addressing the implications. In response to this issue, MSP leadership informed us that the rollout of the MSU report was a subject of considerable debate. On one hand, MSP could have released the report internally first, gathering feedback from troopers before releasing it to the media. However, MSP leadership informed us that this approach had been taken for previous reports and media releases and that the information was often leaked to the public and media before an official release. MSP leadership also informed us that this may have given the impression that the department was attempting to hide the results or spin them in some way. Given the sensitive nature of the MSU's report, MSP leadership chose to release the findings after sharing them with only a select number of members rather than with the entire department. This position is understandable though one which obviously caused internal suspicion. However, for the second MSU report, MSP conducted a far broader internal review before releasing the findings. Because most of our interviews with MSP members occurred before the release of the second report, we are unable to measure whether this mollified troopers' concerns though we believe it likely helped.

In addition, we heard members state that the message they received from MSP leadership was that the findings only identified disparity and not necessarily bias or discrimination. Several stated that the message they received from the department was "you're doing fine, keep doing what you're doing." As part of our work, we reviewed the video, which also contained a discussion of the findings by the MSU research team, and found it sufficiently described the distinction between disparity and discrimination. Also, MSP leadership informed us that members were not told they "were doing fine." Rather, leadership told members that the implications of the findings were still unclear and that an additional study would be necessary to determine potential explanations. Despite this, many members felt as though this message was not relayed to the media, with many pointing to the department's press release as implying that the findings demonstrated discrimination. To support this claim, many pointed to statements in which the department said it would "address the issue" and implement the stops dashboard that tracks the race of drivers. As one trooper said to us, "Why is the department tracking the race of people we stop if we weren't doing anything wrong in the first place?" Due to the perceived competing messages received, many members discussed feeling blindsided and betrayed by MSP leadership. Through our interviews and discussions, this has contributed to a drop in trooper morale.

Many troopers also discussed how this has affected their relationship with the community and the way they patrol. For instance, one trooper relayed that a neighbor jokingly asked them where their KKK hood was. Others noted that friends and family members broached the subject of the report as indicative of discrimination based on media reports. Even more troopers indicated that members of the public raised the subject of the report during their interactions, either in an accusatory manner or in questioning the validity of the findings to the troopers.

The sense of distrust also appears, in part, related to the broader experiences of law enforcement since 2020. The murder of George Floyd in 2020 sparked protests around the world against police

brutality, racial profiling, and systemic racism within law enforcement. This event further intensified the public's deeply rooted mistrust in law enforcement, especially within communities of color as a result of historical and ongoing instances of discrimination and abuse. At the same time, the event broadly affected the law enforcement field, leaving many officers to voluntary resign from law enforcement and others to suffer psychological trauma because of the protests (Mourtgos et al., 2022).

Aside from the broader effect public distrust has had on law enforcement, MSP members relayed specific feelings of betrayal in regard to the department's actions. For instance, some troopers discussed how they felt as though leadership has since tried to appease the media and public by proactively publicizing incidents involving "bad" policing instead of incidents showcasing "good" policing that were more common (though not as "newsworthy"). Furthermore, troopers relayed a fear of being "thrown under the bus" by leadership and being unfairly scrutinized by the public if involved in a use of force incident. Troopers informed us that this fear has interfered with their decision-making process while on patrol and they may hesitate to take lawful action.

In addition, members expressed having doubts and confusion on the appropriate responses to situations involving use of force because of conflicting training. According to one member, they were taught to use a certain hold in recruit school, then were told they could not use it anymore following George Floyd's murder. Another member recalled questioning the criteria for a justified taser deployment after seeing a media report of officers from another agency get fired for deploying their tasers similarly to how MSP troopers were taught. However, we note here that MSP is not unique in this sense, as many law enforcement professionals have experienced such reservations since 2020, and the concerns may be those of the field rather than directly related to MSP.

Overall, we cannot say at this moment that MSP's true culture is aligned with the formal culture described in formal department documents. Although any agency's culture is rarely perfectly aligned with the formal policies, MSP's culture and policy gap is wider than acceptable and negatively affects morale because of a series of events. For instance, we heard significant distrust of leadership undermining the cultural "state of connectiveness." In addition, concerns about the department not defending troopers after a use of force event do not strengthen morale and may cause troopers to hesitate in their decision-making, affecting their ability to provide the highest quality law enforcement. Overall, between the broader distrust in law enforcement and the release of MSU's findings, troopers feel they are personally being accused of biased or discriminatory policing. Although we have not found that troopers engaged in biased or discriminatory practices (nor that MSP believes its troopers do so either), the perception among those we spoke with remains a reality.

Moving forward, MSP could address these issues in several ways. For instance, MSP could attempt to find a different balance between wanting to gather internal feedback before releasing a report or public statement and not wanting that report or public statement to be prematurely released. As noted above, MSP's decision to release the MSU findings when they did was reasonable though it certainly caused strife within the department's ranks. We have no single formula for making such

decisions though we suggest MSP consider the internal effect, something we recognize they considered prior to the release of the second set of findings.

MSP could also better recognize troopers as half of the police or community dyad. MSP can do this without appearing to diminish the experiences of community members who have historically faced discrimination in their interactions with law enforcement. Instead, MSP may consider discussing the bias and prejudice that law enforcement has experienced in recent years, allowing members to personalize the concepts and discuss how they feel. Once internalized, MSP can discuss how the same feelings apply to communities of color, increasing the likelihood of empathy and recognition from troopers when interacting with the public (Atherton & Cross, 2020).

**Recommendation 26.1: Review the process for gathering trooper input on significant reports and incorporate lessons learned from this experience.**

**Recommendation 26.2: MSP should recognize the experience of troopers and use the opportunity to develop shared understanding with the community.**

**Finding 27: MSP troopers and sergeants believe there is more that can be done to effectively publicize positive policing moments and improve relations with the community.**

In speaking with MSP personnel, we heard that positive interactions were not publicized by the department as much as negative ones. Although we do not see evidence of MSP publicizing negative interactions, we do see a lack of publicity for community-oriented activities. In reviewing the department's X feed (formerly Twitter), we found several posts that provided information to the community on driving conditions, driving tips, and other state-related information. This information is good to push out to community members; however, we saw very few posts that demonstrated the department and its members engaging in the many community service events they are a part of. More often than communicating positive relations, the X posts had an enforcement (or "warrior") tone.[11] Similarly, some troopers recommended using social media websites, such as Facebook, to connect with the community and develop individual Post pages, where officers can connect with communities and broadcast different Posts' daily wins.

Another way troopers suggested bridging the gap was to recruit more members of the public for ride-alongs. These ride-alongs could allow communities to see firsthand what troopers do on a day-to-day basis. Troopers felt like it would be a positive way to demonstrate transparency, connect with their communities, and remove MSP from a completely negative light. Similarly, with MSP's new VR scenario program, the department could bring the training that troopers receive to the community's

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[11] Michigan State Police on Twitter: "First stop of the day for left lane driving. Reminder to motorists it is illegal to drive in the left lane when not passing another vehicle. #TweetWithMSP https://t.co/ECZM6uQhVM" / X
Michigan State Police on Twitter: "Did someone call for backup? #GOT https://t.co/NQHIjeIRMV" / X
Michigan State Police on Twitter: "#ValentinesDay https://t.co/1wAjD62dgr" / X

doorstep, further providing an avenue for community members to understand the experiences of a trooper and open a dialogue about the experiences of community members.

**Recommendation 27.1: MSP should better publicize positive events and use trooper suggestions as part of a broader community relations approach.**

**Recommendation 27.2: MSP should explore the potential for using VR technology at community events to develop a better understanding of law enforcement work.**

# Section 4: Supervisor Policies, Trainings, and Practices

Frontline supervisors are critical to law enforcement organizations as these individuals ensure the vision and goals of the department are instituted at the patrol level. Troopers are the face of the department and seen by the public daily. It is therefore critical that supervisors can manage troopers and hold them accountable when policies, protocols, and training are not being followed. Supervisors need to know when to intervene and take corrective action to continue effectively protecting and serving the community.

Reviewing policies, training, and practices for supervisors is an integral part of understanding if biased activity is being caught and addressed in a department. Translation of policies and training into the field is essential in policing. Supervisors are not only responsible for ensuring that their training and responsibilities are being practiced in the field but also for ensuring that their troopers are using what they learned in the field. Standardized requirements are crucial for ensuring that all supervisors are monitoring their troopers in the same way and holding everyone accountable to the same standard. Specifically, BWCs offer an option for doing this by allowing supervisors to review the actions of members and follow up with troopers if there are any concerning actions or corrections that need to be made. We therefore evaluated MSP's policies, trainings, and practices as related to supervisors.

## Supervisor policies

Within police organizations, direct supervisors are often considered to be key personnel with respect to ensuring street-level members act in accordance with agency policies, training, and expectations. Thus, we reviewed the MSP supervisory policy requirements for monitoring troopers under their command for potential instances of bias during day-to-day operations. As supervisors are subject to the same bias-prevention policies as troopers, our focus in this section is the policies and processes that would allow supervisors to identify potential biased-based policing in troopers and address identified concerns.

**Finding 28: MSP supervisors are subject to the same official orders as troopers with respect to firsthand observation of bias.**

There are several ways that supervisors can identify potential biased action by troopers, the most basic of which is observing troopers' actions firsthand or being informed of such actions by others within MSP. For this, supervisors are subject to the same requirements as officers under Official Order 02-03 (Bias-Free Service), including Section C that states "all members share responsibility for preventing bias in the delivery of public safety services" and Section D, which discusses the

mandatory requirements if a member(s) has "observed or are aware of other members who have engaged in activities based on bias, prejudice, or discriminatory intent." Similarly, Official Order 02-06 (Duty to Intervene) reiterates members' obligation to intervene by preventing or reporting any constitutional violations committed by other members.

**Recommendation 28: Refer to the Trooper section for recommendations related to these official orders.**

**Finding 29: MSP provides several opportunities for supervisors to identify potential bias through their performance review responsibilities.**

Aside from the direct responsibilities required of them under Official Orders 02-03 and 02-06, supervisors may also identify potential bias in other ways, primarily during their regular reviews of trooper reports and activities. Under Official Order 13-03 (Required Incident Reporting), department members are required to complete an incident report for every noncriminal incident for which a complaint number is taken. In addition, Official Order 13-05 (Incident Submission and Review) requires commanders or designated supervisors to "review troopers' reports to ensure they are clear, complete, concise, accurate, factual, impartial, and legible." Furthermore, the official order provides guidance on how to ensure incident report accuracy by comparing reports with other documentation, such as the arrest reports and dailies. Incident reports with certain file classes go through a second review with worksite detectives or designees following the original supervisor's approval.

Moreover, supervisors could identify potential bias through their review of BWCs, either through reviews as part of routine reporting or random reviews. For instance, two sections within Official Order 04-20 (Body Worn Cameras) discuss situations where BWC footage review is required: "pursuits, member-involved traffic crashes, and use of force incidents" and "random reviews of at least four recordings monthly." For the four random BWC footage reviews per month, the directives note that the reviews "should include a mix of traffic stops, citizen contacts, action-triggered recordings, complaints, and arrests." Furthermore, the directive addresses areas of review that supervisors should pay particular attention to:

> Supervisors are responsible for ensuring members perform their duties in accordance with department directives. This includes providing service and enforcing the law in a professional, nondiscriminatory, just, and equitable manner. Any indications that a member's decisions and actions are influenced by bias, prejudice, or discriminatory intent shall be immediately addressed in accordance with directives on conduct and authority.

The sergeants' ability to monitor trooper locations throughout their Post by using in-car GPS devices offers another avenue for identifying potential disparate patrol. Official Order 02-11 discusses the responsibility of supervisors for knowing the whereabouts of all cars under their command, the names of the members in each car, and progress updates on the assignments being performed to commanders or shift commanders. In using this information, supervisors can ensure that troopers are appropriately distributed across an entire Post, safeguarding against over-patrolling in certain

areas (see also our discussion of troopers' decision-making in determining where to patrol). Particularly in Posts with higher racial segregation, the ability to monitor distribution is crucial to verify proportional coverage.

Perhaps most promising for identifying and resolving troopers' disparate treatment of minorities is the new traffic stop dashboard implemented in MSP. Although we provide a more thorough discussion of this dashboard in our discussion of MSP's Five-Point Plan, we elaborate on supervisors' responsibilities for using the system. However, we note that because the dashboard is in a pilot phase, there are currently no policies governing its use at MSP. Upon evaluation of the pilot, MSP will determine whether it will incorporate the dashboard as a permanent process and develop corresponding policies. For the time being, a "Dashboards Procedures" document, which discusses the project overview and the schedule for rolling out the pilot, dictates supervisor actions. Based on that document, Post commanders and assistant Post commanders are expected to conduct a monthly analysis of troopers and sergeants under their command and identify those who are more than two standard deviations above the mean for pulling over any minority group.[12] Upon conducting the analysis, the Post commanders and assistant Post commanders are required to hold a meeting with the identified individuals and ask them a list of eight questions pertaining to their traffic stop decision-making. The Post commanders and assistant commanders then feed this information back to the MSU research team, which is conducting a program evaluation of the dashboard.

Additionally, supervisors could identify potential bias through reviewing a trooper's prior history, including incidents wherein the trooper received coaching from another supervisor, or through the trooper's annual performance evaluation. In these instances, supervisors would document concerns about a trooper's behavior in the Performance Management Program. MSP uses the NEOGOV Performance Evaluation system for conducting annual performance reviews, which also includes a "journal" component where minor critiques, corrections, or recognition of positive performances can be documented. The use of this program is discussed in the Field Support Bureau's Member Resource Guide and in the work unit policies for several individual Posts and divisions (though no department-wide official order appears to exist related to performance evaluations). The Member Resource Guide provides a link to the Behaviorally Anchored Rating Scales,[13] a list of competencies by which Michigan State employees are evaluated. To MSP's credit, the Member Resource Guide specifically identifies "valuing diversity and inclusion" on each department performance evaluation plan.

Finally, should a supervisor identify potential bias by a trooper through any of these processes (or through a specific allegation made by a community member), several avenues are evident for addressing the concern. The most straightforward avenue is to document the allegations in a BlueTeam complaint. In addition, supervisors can report the allegation to the PSS or the department's EIO. Once reported, Official Order 02-31 (Member Conduct and Authority) states that supervisors are

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[12] A separate process by district inspectors is also conducted to "confirm the results match with those the [Post commander] has identified" (MSP Dashboard Procedures).

[13] "Group One Competencies Rating Scales," State of Michigan, Group1BARS (michigan.gov).

to work with the EIO or PSS to determine whether the reported behavior constitutes bias and whether it violates a law or department policy.

In total, we find that MSP has a multipronged system for supervisors to monitor and review the troopers' performance and identify instances of potential bias. Although we recommend MSP maintain these avenues for review, we refer to the training and operational assessments below as recommendations for improvement.

**Recommendation 29: MSP should maintain current performance review requirements for supervisors and incorporate recommendations for training and operational improvement.**

# Supervisor trainings

The need to properly train supervisors in their managerial tasks is crucial because training provides tips and context that are not necessary for a policy but are critical to execute those tasks. Although supervisors receive the same in-service and other refresher training discussed in the Trooper section (and therefore the same trainings related to bias), these trainings are not specific to supervisors' unique responsibilities. Thus, we reviewed the training supervisors received for their role as defined by the policy requirements discussed above.

**Finding 30: MSP does not provide sufficient oversight and standardization with respect to training on supervisors' performance review responsibilities.**

To begin, our assessment is based on the introductory training that supervisors receive since, at the time of our report, the MSP was still in the process of rolling out a supervisor in-service training program. According to MSP, the training will occur in 2024 and focus on a policy, practice, and supervision curriculum.[14] We recommend MSP maintain their efforts in developing this supervisor in-service training and include it as part of its training plans going forward.

For any newly promoted sergeant or lieutenant, training begins with a rank-specific training program. The Sergeant in Training Program and Lieutenant in Training Program provide new supervisors with a list of weekly tasks they should complete to familiarize themselves with their new responsibilities. For sergeants, the program lasts seven weeks, during which the new sergeant is paired with a designated training sergeant. Upon completion, the training sergeant will mark the section as complete in a tracking database. However, for lieutenants in training, there is no testing for the program; though the lieutenant is tasked with identifying a mentoring lieutenant, confirming the completion of each learning task is left to the new lieutenant.

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[14] Although the MSP has only recently implemented supervisor in-service, we note that when new or updated policies, initiatives, and programs have been implemented, supervisors have historically received notification and necessary guidance for completing those tasks.

In reviewing the training programs (particularly the sergeant training program), we note that several methods for identifying troopers engaged in potentially biased practices are found within the list of topics to be covered. For instance, the Sergeant in Training Program has review requirements related to "Citizen Complaints Against Members," "Case Review," and "Performance Appraisals." Also, in a learning block titled "Official Orders Review," new supervisors are required to review several policies, including policies related to "traffic enforcement and local ordinances" and "bias, harassment, and violence-free workplace." Finally, because it is a pilot, we did not find training related to the traffic stops dashboard in either program; however, all supervisors (as well as troopers) within the pilot sites received training on navigating the stops dashboard, identifying outlying members, and understanding the statistical principles behind the dashboard. In addition, Post commanders and assistant Post commanders were provided a list of standardized questions for when having conversations with troopers and sergeants. Therefore, the list of questions serves as a training component for the range and type of questions they should ask.

However, without shadowing new hires in the training programs, it is impossible to accurately assess their standardization and the extent of content covered during these pre-service trainings. For instance, the overall process found in the Sergeant in Training and Lieutenant in Training Programs may be cause for concern if the guidance being provided by each mentor is inconsistent across mentors. One training sergeant may prioritize different elements of required reviews than another training sergeant, leading to differential training experiences across the promotion class. In addition, many of the trainings' required tasks primarily relate to reviewing documents and guides, and, without shadowing, it is impossible to determine whether this is solely a "check-the-box" requirement or whether more substantive comprehension checks are incorporated. Although we recognize that policies, guides, and other documents discuss each of the ways that supervisors can use to identify potential bias, this does not substitute for training on how to carry out each of these tasks. For instance, in reviewing the Sergeant in Training Guide, we did not see any learning block involving BWC review or appropriately managing trooper distribution. Whereas MSP has identified policy requirements for supervisors, the department has not provided supervisors with the means for accomplishing those requirements.

**Recommendation 30.1: MSP should maintain its efforts in developing this supervisor in-service training and include it as part of its training plans going forward.**

**Recommendation 30.2: MSP should standardize supervisor pre-service trainings to ensure consistency across training for new supervisors.**

**Recommendation 30.3: MSP should incorporate training modules for all performance review requirements rather than rely solely on policy requirements.**

## Supervisor practices

Following our in-depth review of supervisor policies and training, we were interested in actual MSP supervisor behaviors. Supervisors can set the tone or alter the culture of an agency, which heavily affects subordinates' behaviors and the community's views of the agency as well. The following

section highlights our findings on supervisor practices, especially as they pertain to their level of supervisory oversight and review.

### Finding 31: MSP supervisors do not provide sufficient direct oversight of their members' activities.

Consistent with our findings in the Trooper section, MSP's policies, practices, and training for supervisors do not always translate to operations in the field. Particularly in regard to supervisory use of processes for identifying potential bias, inconsistency exists across supervisors as well as with policy and training. As an initial step, MSP should consider enhancing processes for supervisory oversight of troopers. Consistent with what we heard from troopers, supervisors do not routinely use GPS locations (or even informal check-ins) to monitor or direct patrol distribution. So long as troopers stay within assigned county lines, they essentially have discretion over where to patrol. Although supervisors may occasionally assign directed patrol, this is usually a part of a traffic initiative and is not a standard practice. Similarly, a dearth of regular and consistent check-ins with their troopers hinders oversight by supervisors. For instance, troopers we spoke with talked about their discretion when it came to keeping in contact with their supervisors. Whereas some troopers are in contact with their supervisors daily, others indicated that they may go up to three weeks without direct contact with their supervisors. Although the frequency in contact between troopers and supervisors can be vastly different, most members expressed being content with their level of discretion and direction from supervisors. Relatedly, aside from a generalized "we'd know it if we saw it" approach to recognizing biased decision-making in troopers' reports, most supervisors were unable to clearly identify what they would look for in reports that would indicate bias. As recommended above, this may be resolved with MSP providing more specific guidance in supervisory training programs and updated expectations of supervisors.

### Recommendation 31: MSP should provide more specific guidance in supervisory training programs and provide updated expectations of supervisors.

### Finding 32: MSP supervisors do not take full advantage of BWC review opportunities.

We found that MSP supervisors do not currently take full advantage of the opportunities possible with random reviews of troopers' BWC videos. In speaking with supervisors, we were informed that while they would report serious policy violations through appropriate channels (and are in fact required to do so by policy) if identified during a random review, the purpose of the reviews focused more on activation compliance rather than serve as an opportunity to evaluate the communicative and tactical approach by troopers.

Similarly, we were informed that there is limited guidance on the parameters for selecting BWC videos to review. MSP's policy states that supervisors should randomly select footage from different members under their supervision, while simultaneously encouraging them to include footage of a mixture of different scenarios. However, the randomization process is at the supervisor's discretion,

allowing for video selection to potentially not be random at all. For instance, a sergeant could choose to review footage from their four highest-performing troopers, thereby ignoring videos from troopers who may need more guidance. Although supervisors are required to detail whose footage they reviewed and the nature of the call in a report that is sent to Post commanders, it is unclear what (if anything) is done to verify that a representative sample is being reviewed on a regular basis.

In all, there is room for improvement with respect to how supervisors can use BWCs to assess their members' day-to-day activities and engagements. BWC technology is particularly significant because it gives a video recollection of events that offers a better view of trooper mannerisms than written reports can provide. Consequently, BWCs are a tool for correcting member behavior at all degrees, not just with serious infractions. Without a standardized approach that ensures a random cross-section of troopers, the full range of BWC benefits will not be realized. Consequently, we recommend that MSP expand the scope of BWC reviews to allow for greater evaluation of members' activities and, where needed, correct the member. To best accomplish this, we also recommend a more formalized random selection protocol that will allow for better generalizability across the department.

**Recommendation 32.1: MSP should expand the scope of BWC reviews to allow for greater evaluation of members' activities and, where needed, correction.**

**Recommendation 32.2: MSP should incorporate a random selection protocol to set parameters on the type of videos reviewed and to randomly choose a video rather than leaving it at the supervisor's discretion.**

**Finding 33: MSP supervisors do not take full advantage of the traffic stops dashboard.**

In addition to the BWC reviews, we found that supervisory use of the racial stops data dashboard similarly lacks standardization. For instance, although Post commanders and assistant Post commanders have a list of questions they are expected to discuss with outlying members, there is no guidance on how a trooper's direct supervisor (e.g., sergeant) should address the troopers' potentially problematic statistics. Although several supervisors indicated they are required to review troopers' numbers, most indicated they perform the task perfunctorily and that reviews provide little insights. In all, our conversations with MSP members indicate a need for clearer guidance on how members are expected to use the dashboard, as well as a need for greater procedural safeguards to ensure consistency across the dashboard program. Should MSP continue using the dashboard in the future, we recommend it develop a formal policy and deliver training that will provide clear instruction on the use and review of the dashboard for each rank.

**Recommendation 33: Should MSP continue using the dashboard in the future, the department should develop a formal policy and deliver training that will provide clear instruction on the use and review of the dashboard for each rank.**

**Finding 34: MSP does not assess trends at the group or unit level.**

Each of the approaches to identifying potential bias discussed in this section has related to specific troopers' actions. However, these processes do not necessarily account for potential trends at the group or unit level (see Jain et al., 2022). For instance, troopers working under one sergeant may act in different ways than troopers working under another sergeant. Perhaps the easiest way to evaluate this behavioral inconsistency is by aggregating traffic stop data at the sergeant-level, shift-level, or assignment-level to identify group trends. Presently though, the dashboard only evaluates individual members, and we recommend such group-level analysis be conducted moving forward.

**Recommendation 34: MSP should conduct group-level analysis when assessing trooper behavior, including when they use the traffic stop dashboard data.**

# Section 5: Organizational Processes and Initiatives

Although we have assessed MSP policies, trainings, and operations within the context of troopers and supervisors, we note that such practices are borne out of broader systems of policy, training, and organizational operations. Therefore, for us to properly assess MSP's efforts against potential bias by its members, we must look at these broader systems, both in the historical context as well as in MSP's current efforts. Thus, we examined select organizational processes that inform MSP's operations, including processes related to policy development, training development and evaluation, accountability, auditing and inspections, and special enforcement initiatives. In addition, we evaluated MSP's progress toward achieving its Five-Point Plan, developed in response to the initial MSU findings.

## Policy development

Policies within any organization provide the blueprint for how the agency expects its members to act in accordance with the broader organizational goals and missions. However, policymaking requires careful planning and deliberation to ensure that all policies are crafted with a common goal in mind rather than serving as merely a collection of prohibitions built on past mistakes. In addition, a comprehensive assessment and review process may remedy existing policy blind spots which, if left unchecked, may ultimately result in disparate policing practices. A center repository for all processes and initiatives allows for organization and assists agencies in recognizing gaps in policies. Systematic and routine review of these policies is key to ensure they are up to date with modern technology and best practices in policing. Easy access to protocols allows for assurance of accountability measures and review during auditing and inspection periods. As part of our evaluation, we assessed how MSP identifies policy gaps, develops or revises policy, and engages in ongoing policy review. We evaluated the processes MSP uses to ensure that departmental policies remain consistent with national standards and best practices.

**Finding 35: MSP has a dedicated division that provides a formalized structure for policy review and revision.**

Within MSP, the division responsible for creating, revising, and maintaining policies is the Transparency and Accountability Division (TAD). Created in 2020, the TAD involves both civilian and sworn staff. In addition, MSP has an in-house Legal Section as a part of the TAD to keep track of new tort law and case law, allowing directives and operations to be updated as legal developments require. Within the TAD, designated Official Order sergeants, along with the entire Planning, Research, and Accreditation Section, reviews other departments' policies and identifies emerging

best practices. The TAD members are also members of the International Association of Chiefs of Police, providing broader insights into advancing progressive policing in the department. Overall, the unit is consistent with other agencies and demonstrates a formalized structure for policy review and revision.

**Recommendation 35: MSP should maintain current efforts.**

**Finding 36: MSP has a recently improved policy review process.**

When developing or revising a directive, there are three general ways to initiate the process: a request for review from any community member, MSP member, or the leadership team; during the annual review process, throughout which subject matter experts (SMEs) and senior commanders provide input and recommendations; and upon initiation by the TAD, which includes input from risk management, planning staff, and professional standards.

For all three avenues, the review process is similar and involves an initial drafting or revision period and SME review prior to finalizing and posting. This process has been recently revised because in prior years, MSP tasked an SME to develop the policy from start to finish. These SMEs were predominantly internal, but occasionally MSP brought in SMEs from an external law enforcement agency. Determining SMEs is often topic dependent, based on either an individual's specific training or education or on the individual's position within the department (e.g., a labor relations specialist within the department may conduct a review of the HR policy). However, although an individual may be an SME, it does not mean they are proficient at writing policy. Therefore, in previous years, the process led to inconsistent quality of writing and, at times, contradictory policies. With the introduction of the improved TAD process, MSP can ensure quality control over the written directives while still incorporating subject-matter input from department and external SMEs. Furthermore, MSP is expanding their SME pool, bringing in more non-law enforcement, civilian experts. For instance, MSP has coordinated with the ACLU on policy reviews in the past to ensure that final policies are aligned with community expectations. This is a promising practice, and MSP should continue to explore ways to bring in external SMEs to review directives that involve interactions with the community.

In addition, MSP is now using PowerDMS to centralize directives and conduct a more formalized process review. For instance, with the rollout of PowerDMS in April 2022, a new automated alert system triggers the review process annually based on the most recent revision date. The review process for each directive takes roughly four months. However, as this is a relatively new process, MSP has conceded that it will likely not achieve the initial annual timeline for all written directives though it will be able to after it becomes a more regular practice.

The annual review process also incorporates potentially removing a policy. Although recommendations for removal are made by the TAD in consultation with SMEs and members of the leadership team, the director ultimately makes the decision to remove any policy that they think is no longer applicable, is redundant with another policy, or is no longer aligned with current standards of law enforcement. As a result of the more standardized review process, MSP has identified a handful

of policies that met the criteria for retiring the policy and are in the process of removing them from PowerDMS.

Finally, there are opportunities for civilians and street-level members to provide input on policies though MSP could engage in a more comprehensive universal review process. For instance, anyone (including MSP members and the public) can request a policy to be reviewed when they feel specific changes need to be made. MSP members may also submit policy questions to an Outlook inbox that is monitored by dedicated policy staff, who will coordinate with SMEs to respond. However, despite the existence of these systems, MSP informed us that questions and comments are not frequently made. In addition, MSP has a strong relationship with the trooper union, which functions as an avenue for frontline input on policy though, again, this does not provide a universal option for commentary. Similarly, while MSP might reach out to certain groups (such as the ACLU or the Bridges to Blue group) for commentary, this too limits opportunity for input. To best foster transparency and to gather the full range of trooper and community perceptions, we recommend MSP implement a universal review period wherein draft revisions are posted, and any interested individual has the option of providing comments prior to finalization.

**Recommendation 36: MSP should implement a universal review period wherein any interested individual can provide comments on policy drafts.**


### Finding 37: MSP has safeguards to ensure members understand revisions to policies.

When revising a policy, more should be done than only updating the directives manual. Members must be informed of the revisions, and the department should ensure that the revisions are understood. MSP accomplishes this through PowerDMS, which notifies members when revisions to a policy have occurred and requires them to check a box acknowledging they have read and understand the document. In addition, each revised written directive will display an option to view highlighted differences from the previous directive. Also, where understanding policy changes is particularly significant, MSP will occasionally request that members complete a comprehension test for the changes. These tests, which comprise of just a few questions, are only created for occasional polices, such as Duty to Intervene, Department Vehicles, and Pursuit. The TAD recognizes that there is room to expand these comprehension tests and possibly deliver them more often for any of the directive revisions. In some instances, troopers have failed the tests, mostly as a result of being distracted, according to the TAD. When this happens, MSP gives members the option of retaking the knowledge check, with additional remedial options available if necessary (though we are not aware of any instance where a member has required more than a second knowledge check).

**Recommendation 37: MSP should maintain current efforts.**


### Finding 38: MSP does not always provide timely training when a policy change occurs.

Aside from knowledge checks, the TAD is helping to develop specific training on how to better understand policy revisions, including use of force and defensive tactics. However, MSP recognizes

one shortcoming with the training development process: training does not occur immediately after the policy change. Rather, the training will occur when that trooper attends their next in-service school, which could be as long as eight months later. In discussing this gap, MSP indicated plans to improve training and publication of revised polices, including providing electronic training (e.g., videos or interactive software) for policy changes and having a delay between the day revisions are posted and when they go into effect (i.e., after everyone has had a chance to train). MSP reports these efforts are already underway through PowerDMS.

**Recommendation 38: MSP should implement a plan to provide electronic training immediately when policies are changed.**

# Training development and evaluation

We assessed the process by which training is generally developed and evaluated. Any future training related to bias should be developed within the framework of a strong training program that is systematic in its design in order to maximize the efficiency and effectiveness of the training. Similar to our discussion of policy development, trainings should not be one-off events and should be informed by well-developed needs assessments, training plans, lesson plans and presentation material, and evaluation metrics. In addition, training should be carefully tracked and audited to ensure that no member is left behind or lacks the information required to carry out their tasks. It is with these procedural considerations that we evaluate MSP's training practices.

**Finding 39: MSP now takes a more systematic approach to provide training and address identified gaps.**

In speaking with MSP personnel and reviewing documents, we note that the training processes within MSP have undergone significant changes in the past few years. For example, the department recently established the Professional Development Bureau. As part of this bureau,[15] the Training Division now takes a more systematic approach to provide training and address identified gaps. For instance, through the current process, MSP identified that some members had not received drive training for many years and that no troopers received specialized training (e.g., nighttime driving). The Training Division has recently addressed this gap in the current in-service training.

**Recommendation 39: MSP should maintain the Professional Development Bureau.**

**Finding 40: MSP conducts a needs assessment though the process should be more rigorous and standardized.**

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[15] For more information about all the responsibilities of the Professional Development Bureau, see our discussion in the section on MSP's Five-Point Plan.

Although we see improved processes in recent years, we found areas where MSP could continue to expand their efforts to better standardize their training delivery. As an initial step, MSP should consider developing a more rigorous needs assessment process. A formal needs assessment informs department leaders of gaps between current practices and desired outcomes and should include input from a variety of sources, including MSP members, legal experts, internal and external quantitative data trends, and the community at-large. To a large degree, MSP operationally accomplishes this assessment this by collecting feedback from troopers and SMEs, reviewing BWC footage, and identifying trends occurring in the field. For example, MSP leadership noticed some concerning trends in vehicle extractions that did not align with the training taught in recruit school. In response, future recruit training will provide greater emphasis on vehicle extraction and how troopers are interacting with subjects. In addition, in developing the current in-service training, MSP identified needs by reviewing BlueTeam complaints and prior training evaluations and identifying trends in trooper needs. Consequently, the goals and purpose of a needs assessment process are being met with some degree of success.

However, to maximize MSP's success, we recommend better defining the processes being used. For instance, the Portland Police Bureau's (PPB) needs assessment identifies 11 consistent areas of review for developing their annual needs assessment:

- Trends in hazards officers are encountering in performing their duties

- Analysis of officer safety issues

- Misconduct complaints

- Problematic uses of force

- Input from members at all levels of PPB

- Input from the community

- Concerns reflected in court decisions

- Research reflecting best practices

- The latest in law enforcement trends

- Individual precinct needs

- Any changes to Oregon or federal law or PPB policy

As noted, MSP already captures some of these topics though in a somewhat inconsistent fashion. For instance, MSP had in the past distributed a survey to troopers regarding training, but this has not been disseminated for at least two years (though is informally done during the inspection cycle). However, at present, Official Order 15-01 (Department Training and Professional Development) only states that "In-service training schools shall be developed according to department needs" and, by better defining what this means, MSP can more reliably identify and track training needs for all levels of staff.

**Recommendation 40: MSP should develop consistent areas of review when developing the needs assessment, including through formal tools for gathering trooper feedback.**

**Finding 41: MSP does not have a formal training plan but demonstrates successful planning through other documents.**

Drawing from the findings of a formalized needs assessment process, law enforcement agencies should develop a strong training plan to ensure that they are addressing those needs. A training plan is a key element for creating a structured approach to training and maximizing its effectiveness by resolving needs in a thoughtful fashion. In reviewing MSP materials, we were not provided with a separate training plan document which formally discusses how identified needs have been addressed, and we recommend MSP develop such a process at the conclusion of the needs assessment to "close the loop" on identified needs. In some respects, the training plan is partially determined by state standards. For instance, MCOLES mandates refresher training on active-duty firearm standards and advises in-service training on legal updates, subject control, emergency vehicle operations, officer safety, response to persons with mental disorders, and background investigations.[16] However, as MSP has recognized that the MCOLES requirements are limited in its scope, a training plan reflective of MSP's individual needs should be developed.

The training plan should also consider how MSP can best deliver different modules. Even without developing a formal training plan, our review indicates that MSP already considers these issues. For instance, in 2019, MSP partnered with a Detroit-based organization, Black Slate, in an attempt to bring them in as actors during the training academy and identify ways to improve trooper dialogue and demeanor during civilian interactions. Unfortunately, they were not able to add this to the training since the pandemic began shortly after having these discussions though this is one example of how to best deliver the training. In addition, who specifically delivers the training should also be considered. MSP already considers this, as they identify and select trainers based on their relevant background (e.g., the legal updates class is instructed by a juris doctorate).

**Recommendation 41: MSP should develop a training plan at the conclusion of the needs assessment process to "close the loop" on identified needs.**

**Finding 42: MSP has recently implemented an expectation and process for developing comprehensive and individualized lesson plans for each training module.**

After developing a training plan, the next step is to develop corresponding individualized lesson plans for each training module. Lesson plans are a significant part of a formalized training process because they provide clear guidance and organization for the session and offer foresight of common questions and expectations for time management. Although we note that lesson plans are not currently a requirement for trainers within MSP, going forward, the department will require that

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[16] "MCOLES Advisory and Mandatory In-Service Standards," Michigan Commission on Law Enforcement Standards, https://www.michigan.gov/mcoles/standard-training/inservice/mcoles-advisory-and-mandatory-in-service-standards.

lesson plans for all department-taught trainings be uploaded to the learning management system. In addition, MSP provided us with a Training and Education Course Documentation form, which serves as a template for completing a lesson plan. The form has text boxes for the following categories:

- MSP course number

- Course description

- Required materials and environment

- Target audience

- Course objectives

- Grading/evaluation method

- Required instructor credentials

- Instructional methodology

- Required topics of instruction

- Course evaluation

- Instructor

- Date(s) of training

- Total hours of instruction

- Location of lesson plan file on PowerDMS

Although we recommend MSP continue to formalize this process, we also recognize more recent efforts by MSP to develop strong lesson plans, particularly with the newly implemented in-service program. As part of our review of productions, we reviewed MSP's set of lesson plans for the in-service training and found that each plan clearly discusses what the department expects members to get out of the individual training module and how each module should be delivered (including specific prompts, discussions, and presentations). We also note that for scenarios, the lesson plans describe areas for assessing each trooper's actions, including areas of review for tactical positioning, verbal communication, apprehension techniques, and other foci for different points in a trooper's decision-making processes. Overall, we found the lesson plans for the in-service training to be comprehensive and recommend MSP repeat these processes for all trainings going forward.

**Recommendation 42: MSP should maintain current efforts.**

**Finding 43: MSP has recently improved training evaluation efforts though those efforts should be more uniformly applied.**

Finally, after delivering training, law enforcement agencies should conduct a thorough evaluation of training delivered using a variety of evaluation lenses. When used properly, such evaluation metrics can highlight areas of improvement and areas of success. Although researchers and practitioners may

employ a range of evaluation approaches, we use the Kirkpatrick Model of training effectiveness in evaluating the MSP's evaluation efforts. Briefly, the Kirkpatrick Model measures training effectiveness in four areas: positive perceptions of the training and learning environment, increased knowledge, an ability to demonstrate the desired behavior, and the achievement of the targeted outcomes.

Overall, MSP incorporates each of the four Kirkpatrick lenses in some respect though this is at times inconsistent across trainings. In recruit training, MSP incorporates several of the Kirkpatrick elements, such as feedback surveys and knowledge tests (though we note that demonstration of a base level of knowledge is a state requirement more than an MSP initiative). In addition, MSP regularly checks in with recruits through biweekly surveys in order to evaluate trooper stress levels. As part of scenarios, MSP evaluates recruits on their ability to demonstrate the tactics and decision-making skills being emphasized in the training. In large part, MSP does a fairly comprehensive job at evaluating their recruit training. Presently, recruits evaluate the training at the end of the program; however, given the length of the program (20 weeks), recall for courses at the beginning is likely to be diminished, thereby limiting the utility of any data gathered. We recommend MSP include evaluation surveys more regularly throughout the recruit training to gather more reliable data on all modules.

Similarly, MSP's efforts at evaluating in-service training feedback have historically been anecdotal or untimely (i.e., not immediately after the training). To their credit, the Professional Development Bureau and the Training Division have incorporated more evaluation metrics into the present in-service. For instance, in reviewing lesson plans for the training, we identified specific areas that instructors are expected to review, with respect to the troopers' actions during scenarios. As part of VR scenarios, MSP also collects biometric data, such as heartbeat and blood pressure. Yet prior trainings have not traditionally been evaluated (at least not systematically[17]), and the in-service is presently happening, leaving us with no evidence about the department's fidelity to the evaluation methodologies or their effectiveness for the present training. As training is circular, we are also left without evidence as to how MSP will use the findings once the in-service training is completed. In the past, MSP made changes to both recruit training and refresher training based on trooper feedback, and we can therefore say that the department has demonstrated an ability to do so. However, going forward, we recommend MSP continue to expand their evaluative efforts as well as better formalize training evaluations to capture all metrics of effectiveness.

**Recommendation 43.1: MSP should include evaluation surveys more frequently throughout recruit training.**

**Recommendation 43.2: MSP should expand and formalize training evaluation efforts to capture all metrics of effective training.**

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[17] MSP notes that, as part of the annual inspection process, members are provided a survey that includes items about training that members receive. However, this survey is broader than training alone.

# Accountability

As part of our review, we explored whether MSP's accountability system operated as a significant deterrence to engaging in biased or discriminatory practices. A well-functioning accountability system should result in consistent and predictable discipline for any trooper who violates policy; however, if troopers believe that the accountability system is inconsistently utilized or that the department is hesitant to discipline members, then the likelihood of policy violations, including bias-motivated activity, is increased.

**Finding 44: MSP has several ways in which accountability measures can be initiated and has established criteria for determining discipline.**

A trooper can enter the accountability system in several ways. According to Procedural Manual 03-03 (Disciplinary Procedures and Proceedings), one way is through community member complaints, in which complaints "shall be accepted at any level to which they are reported." In instances wherein a community member is unable to contact a Post representative, they may also file a complaint directly with the PSS, within the TAD, or via a form that can be mailed, faxed, or emailed to MSP.[18] In addition, the Operations Section is expected to field complaints against MSP members when either made outside of normal business hours or when the caller feels disregarded after contacting their local Post. All complaints are then opened via a BlueTeam Complaint Against Member form, which documents the allegations being made and begins the formal process.

Another way in which a trooper can enter the accountability system is through a formal complaint made by another member or supervisor. In these instances, the other member or supervisor would complete a BlueTeam Complaint Against Member form to be submitted to the PSS.

When a complaint of a member's conduct is made, commanders may correct minor violations in consultation with Labor Relations; however, all complaints must still be handled through a department-level investigation by the PSS. In both cases, an investigator will interview witnesses, gather documents and other evidence, and make a finding based on a preponderance of the evidence (though the MSP Disciplinary Procedure and Proceedings manual notes that members are afforded a presumption of innocence). If the allegations within the complaint are found to be sustained, discipline is determined in coordination with the district or division commander, the bureau commander, the Labor Relations Section, and through a formal disciplinary conference involving the member.

Furthermore, MSP follows Official Order 03-41 (Impact of Corrective Action on Selection Eligibility), which identifies how discipline will bar a trooper from being eligible for promotion. For instance, the official order reads as follows:

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[18] "Public Complaint Against Employee" form, Michigan State Police, created or updated December 2018, https://public.powerdms.com/MSP1917/documents/1742405.

> Unless otherwise provided in a settlement agreement, any discipline imposed that includes a period of suspension, including days held in abeyance, preclude a member from selection eligibility for two years from the date of final disposition. Final disposition is defined as the date the discipline is imposed (typically either by settlement or imposition at a discipline conference).

Through this order, MSP members are aware that sustained violations of policy will not only have an immediate negative effect on them (e.g., a suspension) but will also continue to affect future eligibility for advancement.

In all, MSP appears to have a functioning process by which members are investigated and where findings lead to discipline based on established criteria. Yet, in our review of the process, we identified a few areas where MSP could enhance policy and process, particularly with respect to allegations of biased policing. As an initial suggestion, we note that MSP does not have a formal disciplinary guide that would provide clear and consistent discipline for distinguishable categories of misconduct. MSP personnel informed us that discipline is determined by precedent of similar cases —if a similar violation was found in the past, so too should the discipline be similar. However, this process is somewhat subjective and does not necessarily put members on notice for what they should expect to receive should they violate policies. We suggest MSP incorporate a formal disciplinary guide and given the significance of the topic, include violations of Official Order 02-03 (Bias-Free Service) as an example policy when discussing higher-severity violations.

**Recommendation 44.1: MSP should maintain their current avenues for initiating accountability measures.**

**Recommendation 44.2: MSP should incorporate a formal disciplinary guide and include violations of Official Order 02-03 as an example policy when discussing higher-severity violations.**


**Finding 45: MSP accountability data indicates that it is capable of initiating bias-related investigations and holding members accountable.**

We also evaluated whether MSP has a demonstrated history of holding officers accountable for misconduct related to bias. We did not review underlying cases and therefore do not comment on the appropriateness of investigative decision-making. Rather, we sought to determine whether evidence existed indicating that MSP (1) refers allegations of bias-related misconduct for full investigations and (2) that, at least in some instances, can identify members to have violated policy. The data indicate that, absent a more complete evaluation, MSP has demonstrated itself to be capable of doing both.

We asked MSP to provide us with the number of bias allegations (or any similar allegation categories) that have been made against MSP members within the past five years. In response, MSP provided us with data on bias-related cases involving six allegation categories:

- Department of Civil Rights Complaint

- Discrimination

- Excessive Use of Force

- Fourth Amendment

- Hostile Work Environment

- Profiling

Although substantially increasing since 2018, for the past four years, MSP has initiated between 30 and 40 bias-related administrative investigations per year (see **Figure 4**). Furthermore, as indicated by **Figure 5**, MSP has self-initiated between 7 and 11 investigations of bias-related complaints over the past four years.

**Figure 4. Bias-related investigations by year 2018-2022**
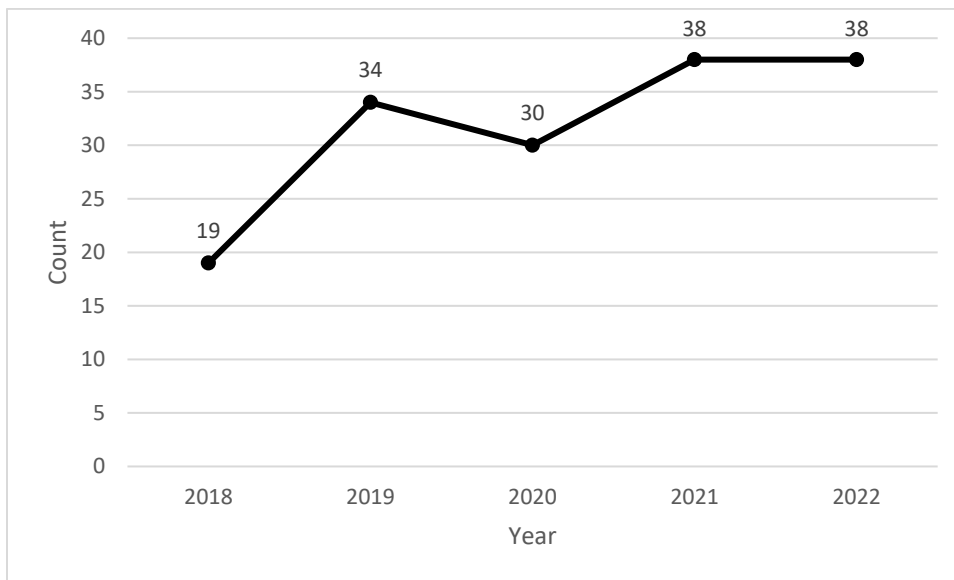


Source: Michigan State Police.

**Figure 5. Administrative and citizen complaints 2018-2022**
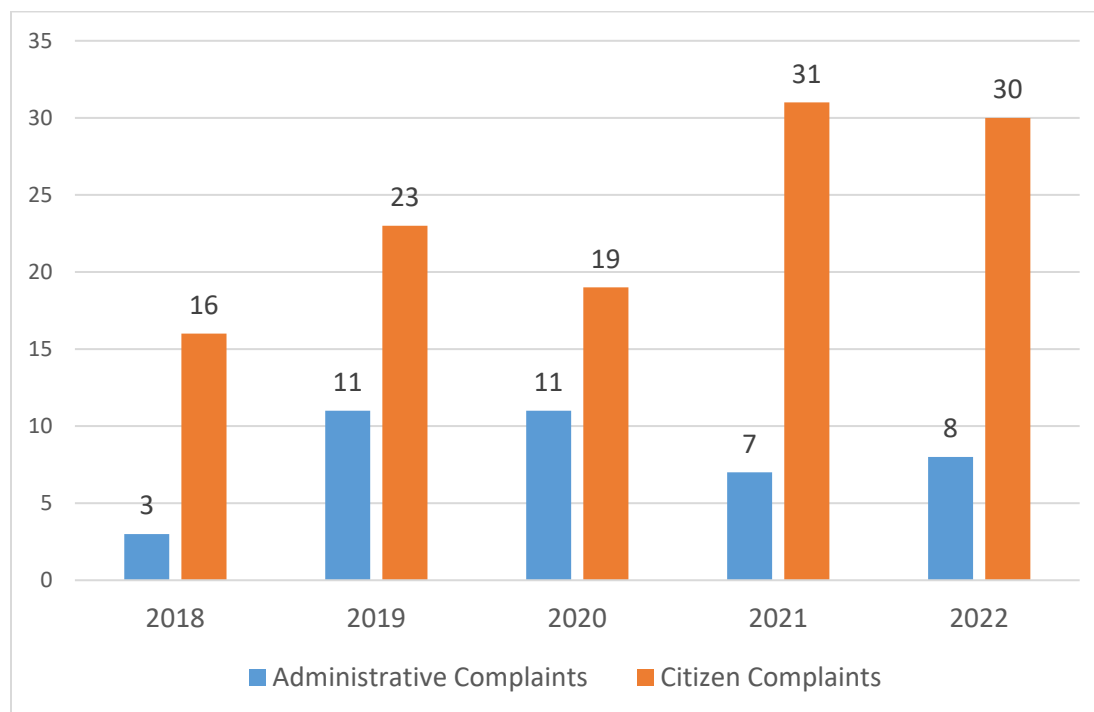


Source: Michigan State Police.

We also analyzed the breakdown across the provided allegation types over the past five years (see **Table 5**). As seen in that table, most bias-related complaints are investigated as an allegation of discrimination (70.9 percent of all bias-related allegations, N=112), followed by allegations of profiling (24.1 percent of all bias-related allegations, N=38). All other allegation types accounted for less than 2.5 percent of bias-related investigations.

**Table 5. Allegation type by year**

| Year | 2018 | 2019 | 2020 | 2021 | 2022 | Total |
|---|---|---|---|---|---|---|
| Department of Civil Rights Complaint | 0 | 0 | 0 | 0 | 4 | 4 |
| Discrimination | 9 | 27 | 27 | 33 | 16 | 112 |
| Excessive Use of Force | 0 | 1 | 0 | 0 | 0 | 1 |
| Fourth Amendment | 1 | 0 | 0 | 0 | 1 | 2 |
| Hostile Work Environment | 0 | 0 | 0 | 0 | 1 | 1 |
| Profiling | 9 | 5 | 3 | 5 | 16 | 38 |
| Total | 19 | 34 | 30 | 38 | 38 | 158 |

Source: Michigan State Police.

In addition, MSP's data indicates that, in at least some of these allegations, the department sustained the allegations against the member. As demonstrated in **Table 6**, MSP has found allegations to be sustained (either in full or in part) in 15.1 percent of bias-related allegations. However, we note that

MSP found bias-related allegations to be unfounded in 56.7 percent and not sustained in 8.8 percent of such allegations. We were unable to find a definition of these two finding categories in MSP's PowerDMS, but we suggest MSP consider how findings are coded, given that findings of not sustained are typically used when there is inconclusive evidence, a common result in allegations of misconduct.

Table 6. Disposition of MSP Complaints 2018–2022

| Disposition of Complaint (2018–2022) | |
| --- | --- |
| Administrative closure | 26 |
| Exonerated | 1 |
| Field referral | 2 |
| Not sustained | 14 |
| Referred | 1 |
| Sustained | 16 |
| Sustained in part | 8 |
| Unfounded | 90 |
| Withdrawn | 1 |
| Grand Total | 159 |

Source: Michigan State Police.

Finally, we look to see whether the discipline is imposed when there is a sustained finding (either in full or in part) within a bias-related investigation. As seen in **Table 7** below, of the 24 cases which resulted in sustained finding, eight (33.3 percent) resulted in a suspension or termination, and one other resulted in a demotion. Of the remaining cases, nine resulted in some type of counseling (either written or verbal) and no other discipline type having more than three cases. However, we note that these are bias-related cases, and the disciplinary decision (e.g., verbal counseling) may not be related to an actual biased act. We therefore caution readers from drawing firm conclusions based on the way we provided the data.

Table 7. Disciplinary action of sustained complaints

| Discipline | |
| --- | --- |
| 1-day suspension | 4 |
| 2-day suspension | 1 |
| 5-day suspension | 2 |
| Counseling memo | 7 |
| Demotion to Lt. | 1 |
| Formal counseling memo | 1 |
| Not known | 1 |
| Restraining order | 2 |
| Set aside | 3 |
| Termination | 1 |
| Verbal counseling | 1 |

| Discipline | |
|---|---|
| Grand Total | 24 |

Source: Michigan State Police.

**Recommendation 45: MSP should maintain current efforts.**

# Auditing and inspections

To effectively self-manage departmental operations, law enforcement agencies should include a robust system of self-auditing and operational checks to ensure that members are acting appropriately, supervisors are effectively monitoring street-level members, and the organization is accomplishing its goals. We therefore discussed with MSP their processes for auditing and inspections.

**Finding 46: MSP has recently begun efforts to enhance and formalize their self-auditing and inspection process.**

Following CALEA accreditation standards, MSP recently established Official Order 19-36 (Annual Performance Reports), which are annual reports that "provide an overview of how the department is performing within identified topic areas through the collection and analysis of specific data, evaluation of applicable policies and procedures and research into best practices to provide suggestions that aid in making organizational decisions." Moving forward, MSP will be using these assessments to stay up to date on national standards and best practices as part of their commitment to the Five-Point Plan as well as responding to their community needs. The Planning, Research, and Accreditation Section will be responsible for all oversight, including author coordination, research and documentation, and proper maintenance of records. Authored by civilian and enforcement department members and SMEs, the leadership team will review the Annual Performance Reports annually. The Annual Performance Reports will include 11 mandatory topics: (1) Pursuit Reports, Policies, and Reporting Procedures, (2) Crime Prevention, (3) All Hazard Plan, (4) Active Threat, (5) Detainee Testing, Processing, and Temporary Detention, (6) Use of Force, (7) Recruitment Plan Analysis, (8) Raids and High-Risk Operations, (9) Member Conduct Complaints and Administrative Investigations, (10) Labor Grievances and Disputes, and (11) Biased Policing Issues and Citizen Concerns. In reviewing Official Order 19-36, we assess that it contains a wide range of critical topics, and MSP should be credited for instituting such an auditing process. As a minor suggestion, MSP may consider rephrasing the term "citizen concerns,"[19] focusing rather on the range of community perceptions, including positive perceptions. Presently, the "biased policing issues and citizen concerns" category only includes formal complaints against members though, because of a variety of

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[19] We also suggest reconsidering the use the of the term "citizen," as not all members of the public that MSP encounters will necessarily be citizens.

reasons, community members may not always file a formal complaint. MSP should consider implementing a statewide community survey that may paint a broader picture of experiences with and perceptions of MSP.

Although we look forward to the full implementation of the performance reports, we note that MSP has previously conducted self-management through their Strategical Plans (also referred to as Strategic Direction). Upon our request, MSP provided three such plans (covering the years 2013–2017, 2018, and 2020–2022, respectively). In addition, MSP's website contains a link to the department's strategic direction for 2023 until 2026. In prior plans, MSP identified specific metrics by which to measure success in implementation, and it provided us with quarterly report-outs with progress updates from the divisions and bureaus responsible for accomplishing those goals. However, we note that the most recent strategic direction document does not contain specific metrics, and we recommend that MSP return to providing articulable, measurable benchmarks for achieving success.

**Recommendation 46.1: MSP should implement a statewide community survey.**

**Recommendation 46.2: MSP should return to providing articulable, measurable benchmarks for achieving success with strategic goals.**

# Special enforcement initiatives

**Finding 47: MSP participates in several special enforcement initiatives that target specific issues or jurisdictions across the state of Michigan, many of which focus on improving traffic safety.**

In addition to routine patrol and other enforcement activities, MSP also participates in several special enforcement initiatives that target specific issues or jurisdictions across the state of Michigan. A substantial amount of MSP's special enforcement initiatives focus on improving traffic safety. Within MSP, the Office of Highway Safety Planning oversees the distribution of federal grant funding aimed at "influencing driver behavior and reducing Michigan roadway crashes, injuries, and fatalities." Some of the traffic safety special enforcement initiatives that MSP participates in are listed and described below:

- *Click It or Ticket*: Click It or Ticket is part of an annual campaign aimed at ensuring that drivers and passengers buckle their seatbelts while in a motor vehicle. MSP's Click It or Ticket enforcement period for 2023 ran from May 15 to June 4. During this time, MSP increased enforcement for motorists not wearing seatbelts, in which these violations could cost $65.00.

- *Distracted Driving Enforcement*: MSP has previously participated in the National Highway Traffic Safety Administration's (NHTSA) National Distracted Driving Awareness Month, which includes the "U Drive. U Text. U Pay." campaign. Part of this campaign includes "Connect to Disconnect," in which law enforcement is asked to ticket drivers for violating the state or local jurisdiction's cell phone or texting ban.

- ***Drive Sober or Get Pulled Over***: MSP participates in NHTSA's Drive Sober or Get Pulled Over enforcement campaign, in which MSP increases enforcement and messaging about the dangers of driving impaired. MSP has traditionally participated in this campaign around the Labor Day holiday from August 10 to September 4.

- ***Speed Enforcement Campaigns***: MSP also engages in special speed enforcement campaigns. For example, MSP conducted overtime speed enforcement between June 17 and June 25, 2023, to combat the rise in speeding and fatal crashes experienced since the beginning of the COVID-19 pandemic.

- ***Operation Safe Stop***: MSP has participated in Operation Safe Stop, which involves increased enforcement of motorists illegally passing school buses. The most recent campaign took place from October 17 to October 21, 2022.

- ***Operation C.A.R.E.***: Operation C.A.R.E. (Crash Awareness and Reduction Efforts) is a long-standing initiative aimed at deterring the "three causes of highway fatalities: speeding, impaired driving, and failure to use occupant restraints." Operation C.A.R.E. enforcement originally took place during the three traditional summer holiday weekends but has since expanded to include other periods of traffic safety campaigns.

- ***MSP and MDOT Work Zone Enforcement and Awareness***: MSP previously partnered with the Michigan Department of Transportation (MDOT) to increase work zone enforcement and awareness in work zone safety. In April 2021, MSP and MDOT launched a specific enforcement initiative targeting Saginaw County and Genesee County work zones.

- ***6-State Trooper Project***: Several times each year, six state patrol agencies partner to provide combined and coordinated law enforcement and security services in the areas of highway safety, criminal patrol, and intelligence sharing. Through this project, the six agencies work to bring attention to issues such as impaired driving, illegal drugs, illegal weapons, and unbuckled driving.

**Recommendation 47: MSP should maintain current efforts.**

**Finding 48: MSP in SCP jurisdictions historically used motor vehicle enforcement (i.e., traffic stops) as its primary form of crime prevention. Since then, strategies have evolved though vary based on site.**

In 2012, Michigan Governor Rick Snyder announced the establishment of the SCP, "through which the MSP works cooperatively alongside city, county, and federal law enforcement agencies to provide both directed patrols and investigatory resources to cities experiencing a spike in violent crime." The SCP initially served as a resource multiplier for the cities of Detroit, Flint, Saginaw, and Pontiac. It has since expanded to include seven additional cities: Benton Harbor, Hamtramck, Harper Woods, Highland Park, Inkster, Muskegon Heights, and Lansing. Two primary components of the SCP model are community outreach and crime prevention. As part of the SCP, MSP established the Community Action United Team in Our Neighborhoods (CAUTION) program, whereby it partners with the faith-

based community to respond to scenes of critical incidents and serve as liaisons between MSP and the community. In addition to serving as a resource multiplier for crime prevention efforts, SCP also touts the use of civilian crime analysts to "support an evidence-based policing model that is used to make informed decisions regarding the deployment of law enforcement resources" in SCP communities.

As part of our assessment, we spoke with MSP troopers as well as Post leaders about the SCP. In these discussions, we learned that when SCP first began, troopers often used motor vehicle enforcement (i.e., traffic stops) as the primary form of crime prevention. Since then, the SCP program has evolved, involving a greater number of detectives and employing a more-targeted strategy when possible. However, in speaking with troopers and Post leaders, we were informed that current strategies vary based on the specific SCP site, with some sites using the targeted approach and other sites continuing to use traffic stops as a significant method for preventing crime for their sites. For instance, we heard in Flint, Inkster, and Muskegon Heights that traffic stops account for approximately 50 percent of MSP's efforts with the other half focused on hot spots or frequent offender strategies (as an example, the Flint SCP site has 13 detectives assigned to the program). For other sites (e.g., Detroit), they do not have any uniform patrol as part of their SCP efforts, and all resources are assigned to investigations or task forces. Therefore, while all SCP have a common goal of reducing violent crime through partnership with local jurisdictions, the mechanisms by which they achieve this goal vary from site to site.

MSP also noted that SCP strategies often evolve based on the desires of the local jurisdiction as well as changes in MSP approaches. As one example, MSP discussed their plans to restructure the Flint and Saginaw SCP efforts into one centralized command which will result in an ability to conduct more focused deterrence, return nearly 30 MSP members to non-SCP functions, and allow for greater coordination with local stakeholders. In receiving an overview of this approach, we found it to be well conceived and reduced the reliance on stops that characterized SCP in its infancy.

We recognize that SCP is an evolving partnership with different communities in different parts of the state of Michigan, and therefore there is no one-size-fits-all approach that will be equally effective across sites. We also recognize MSP's current approach has abandoned an over-reliance on traffic stops as a primary tool for violence reduction. However, we recommend MSP continue to evaluate the practice's effectiveness overall, especially when used for extended periods in the same neighborhoods. Motor vehicle enforcement to reduce crime should be considered a broad-based approach or blunt instrument of enforcement that communities can accept in the short term but will quickly grow to resent if focused in marginalized and minority communities over the long term. In Michigan, SCP is focused on urban cities that are minority–majority communities and the supplied data indicates that most of the motor vehicle enforcement or stops conducted as part of SCP are against minority drivers. As a result, MSP should evaluate this practice in long-standing SCP sites to observe whether there has been an effect on community relations.

**Recommendation 48: Continue to evaluate the effectiveness of traffic stops as a tool for violence reduction in SCP sites and observe the effect on community relations.**

**Finding 49: SCP Troopers report not receiving sufficient direction from supervisors and are not aware of systematic efforts in SCP sites.**

In speaking with MSP troopers and sergeants during focus groups and ride-alongs, we asked about various aspects of SCP, specifically the collaboration with local and federal law enforcement, using crime and intelligence data to determine location and activity, and community collaboration efforts to reach out to affected communities. However, we found that these efforts are not systematically or consistently occurring in the eyes of MSP troopers. For instance, when asked about directions they receive from supervisors, troopers explained that they receive little to no supervision nor any roll call guidance as they conduct their daily SCP activities. They universally explained that their patrol supervisors do not direct their patrol activities because they trust them to go where the problems are. Troopers informed us that they self-direct themselves to a location which they intuitively identify as a crime hot spot. They then either focus on minor motor vehicle infractions or suspicious activity by the driver or occupants as the basis for a stop. Once a trooper initiates the stop, their focus turns to progressing it into an investigative stop for criminal activity. Troopers assigned to SCP jurisdictions appear to widely use these "pretense stops."

Regarding collaboration efforts with local law enforcement agencies as part of SCP, troopers professed positive relationships with city police departments but said there is little transfer of information to guide their patrols where activity takes place.

The use of self-directed patrol activities, as described by SCP troopers, is inconsistent with common supervision practices and can lead to the community relations concerns discussed above. Given the characteristics of SCP, supervision is a critical component and, more so than with normal patrol duties, the operations of a program such as SCP should rely on greater supervision of activities. In theory, the number of subordinates a supervisor oversees should decrease based on the complexity and danger of the activity. Generally, first-line supervisors can effectively supervise seven to eight officers if they are all conducting similar routine activities. However, any effort like SCP that uses motor vehicle enforcement to suppress crime in minority communities should be closely supervised so that troopers may benefit from consistent and repeated training on issues like constitutional policing and implicit bias. Based on information learned during focus groups, little to none of these safeguards appear to be in place for SCP deployments.

We recognize that SCP troopers being unfamiliar with the broader strategy does not mean that a broader strategy does not exist within SCP sites (and may vary by site). However, as these types of focused deterrence approaches should be data-informed and surgical, the troopers' unfamiliarity with the broader strategy may work against achieving the program's goals. Members should be better informed of targeted hot spots and other data-derived metrics to identify individuals most likely to be involved in violent crime (so called "trigger pullers"). Rather than relying on one's own intuition, troopers should be directed to focus their deterrence efforts on those individuals and areas where MSP finds the greatest problems. We therefore recommend addressing these issues through greater supervision and guidance for SCP members, including by providing daily activity briefs which discuss the goals of each day's operation through data-informed decision-making.

# Five-point plan

MSP's Five-Point-Plan to address the disparities identified in the MSU report is a significant organizational initiative. It is a comprehensive initiative to address organizational issues on bias in the department.

## Hire independent consultant

The first part of MSP's Five-Point Plan is "hiring an independent consulting firm to review MSP policies, with an eye toward making recommendations for systemic changes that will address racial disparities." In June 2022, MSP hired CNA to conduct this review, and the current report is the result of our evaluation.

## Enhanced community engagement efforts

The second part of MSP's Five-Point Plan is "launching a statewide listening and engagement effort, in partnership with the Bridges to B.L.U.E. Citizen Advisory Council, in which MSP leadership will engage in open and honest conversation with leaders from communities of color, surfacing problems and finding solutions together." Related to these efforts, we also discuss MSP's broader community engagement efforts.

**Finding 50: MSP has an overall robust community engagement approach but does not regularly collect and present evidence on its efforts.**

Within MSP, "community" has many different interpretations. To the overall agency, the community is everyone within the state of Michigan, including summer tourists. To each of the 31 Posts, their community is also their specific jurisdiction and the individuals who live within them. For some Posts, this means a more rural population whereas for other Posts, the community is centralized in urban areas. For many Posts, there is oftentimes a bit of both. Therefore, it is not possible to characterize MSP's community in the same way that it might be for a local law enforcement agency. We therefore evaluate MSP's community engagement while keeping in mind the unique definitions for state law enforcement agencies.

Overall, MSP participates in a variety of programs. Many of these programs involve community service, including the Bridges to B.L.U.E. Citizen Advisory Committee,[20] the CAUTION program,[21] Citizen Academy programs, the Light Up the City campaign,[22] the Kroger Thanksgiving meals program,[23] the Advocates and Leaders for Police and Community Trust (ALPACT) program,[24] the ANGEL program,[25] the Purses with a Purpose program, and the Detroit Blankets for Homeless program. MSP also participates in other various community engagement events, such as Coffee with a Cop, National Night Out, and various back-to-school events across the state. For some of these programs (such as Bridges to B.L.U.E. and ALPACT), the goal is to improve community relations through difficult conversations with educators, faith leaders, civic organizations, and business leaders about topics affecting the relationship between law enforcement and the community, including racial profiling, use of force, recruitment and training, citizen complaint process, and disciplinary practices. For other events, the goal is to establish a sense of presence, allowing community members to see MSP as "part of the community" and establish a sense of connectiveness while performing community service. These larger programs are in addition to the spontaneous community engagement activities performed by troopers on a daily basis (see below for further discussion of troopers' self-initiated community engagement efforts). Furthermore, MSP Posts complete their own community engagement plans, identifying opportunities and expectations for engaging with each Post's unique population and distributing communication standards for each Post through quarterly reports by district commanders.

As the "statewide listening and engagement effort, in partnership with the Bridges to B.L.U.E. Citizen Advisory Council" is specifically identified in the Five-Point Plan, we fully discuss this initiative, as well as the overall relationship with Bridges to B.L.U.E. MSP established the Bridges to B.L.U.E. Citizen Advisory Council in September 2020 to provide insight on the public perspectives of MSP policies and practices and how they affect the community, as well as generate new solutions for improved community engagement. The Bridges to B.L.U.E. program involves educators, corporate representatives, faith-based individuals, and civic organizations.[26] In 2023, MSP discontinued

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[20] "Bridges to BLUE Citizen Advisory Council," Michigan State Police, https://www.michigan.gov/msp/public-information/transparency/accordion/council/bridges-to-blue-citizen-advisory-council.

[21] Julie Williams, "Michigan State Police expanding 'Caution' program statewide," Upper Michigans Source.com, https://www.uppermichiganssource.com/content/news/Michigan-State-Police-expanding-Caution-program-statewide--470777813.html.

[22] "Light up the City," Michigan State Police, https://www.michigan.gov/msp/divisions/grantscommunityservices/light-up-the-city.

[23] "Michigan State Police and Kroger Partner to Feed 200 Families," Michigan State Police, published November 21, 2022, https://www.michigan.gov/mspnewsroom/news-releases/2022/11/21/michigan-state-police-and-kroger-partner-to-feed-200-families.

[24] "ALPACT | Michigan Roundtable for Diversity and Inclusion," Michigan Roundtable, https://www.miroundtable.org/alpact.

[25] "Angel Program," Michigan State Police, https://www.michigan.gov/msp/divisions/grantscommunityservices/angel.

[26] Michigan State Police, "Bridges to BLUE."

Bridges to B.L.U.E. meetings, though in a discussion with the MSP Col., there is a plan to revamp the council to reengage members and assist them in planning community events.

Part of the Bridges to B.L.U.E. initiative was to hold listening sessions with pillars of the community with the following goals: bridging that gap, facilitating understanding from both sides, and learning from each other. Although MSP continued these listening sessions through the end of 2022, they ceased in early 2023 because of low attendance and conflicts with virtual settings. Despite the pandemic and low attendance, MSP met with about 100 people and have continued fostering some key relationships. The listening sessions varied in structure and length, where some sessions included a PowerPoint presentation whereas others were conversation based. Overall, MSP felt that the interactions were very positive and that the public appreciated this effort. Some of these conversations have developed into very strong relationships with activists and religious leaders of Michigan's African-American community, and the connections made have allowed MSP to expand its outreach to include a youth summit at a community college and a townhall meeting in downtown Detroit.

We note here that MSP does not have an exhaustive list of all programs and initiatives they participate in. Although several of these initiatives' events are captured on a Grants and Community Services page and a calendar page on MSP's website, [27] a list of all engagements was not provided. In part, this is because initiatives change each year, and, given that community engagement initiatives may vary by Post and district, it would be an onerous task to always maintain an up-to-date list. However, where possible, we recommend MSP summarize long-standing or high-priority programs on its website.

In addition to organizational efforts, MSP has also designated specific troopers as a "community service trooper" who work with community groups, colleges, and other organizations to improve community relations. These members receive a pin to wear on their uniform and a formal letter from MSP recognizing them for their role. Throughout the year, they receive specific assignments. MSP also provides them more training specific to their roles, and overtime hours are set aside for their position. Community service troopers also attend a variety of conferences every year.

To reinforce the significance of community engagement throughout the department, MSP gives out two community service awards annually. The first is the "The Award for Outstanding Achievement in Community Policing," which is awarded to one trooper with a demonstrated desire to go above and beyond in their efforts to engage with the community. The second award is the "Col. Kriste Kibbey Etue Award for Community Impact," which is given at the Post level based on demonstrated community service efforts across the Post.

Finally, as part of our ride-alongs and focus groups, we spoke with troopers and sergeants about expectations for community engagement, both in regard to the expectations the department has for them as well as the expectations for community engagement they hold for themselves. To the

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[27] "Grants and Community Services," Michigan State Police, https://www.michigan.gov/msp/divisions/grantscommunityservices; "Community Calendar," Michigan State Police newsroom, https://www.michigan.gov/mspnewsroom/community-and-recruiting-events/community#g=0|0.

department's credit, community engagement is a measured element for annual performance reviews; however, even beyond this, the members we spoke to recognize the significance of community engagement for the social good of policing and discussed their thoughts on (1) formal engagements and (2) spontaneous engagements. For formal engagements, individual troopers are required to participate in at least two community engagement activities each year. Overall, troopers said that it was easy to fulfill these requirements as there are many events around the holidays that they can participate in, as well as year-round events, such as shop-with-a-cop and touch-a-truck. The K-9 units have a very easy time fulfilling their community engagement requirements because schools request demonstrations with the unit throughout the year.

Troopers also discussed spontaneous opportunities (see **Figure 6**) such as providing people with car seats while on patrol if a child is not in safely seated, playing basketball with kids, stopping by hockey games, and other activities. These opportunities tend to "fall in their lap" throughout the year. For some MSP members, they viewed these community engagement opportunities as exercises in trust-building, which may result in community members feeling comfortable in providing information and evidence in future criminal cases. Others use these opportunities to "show the shield" in a positive light and not just arrest people and give tickets. However, troopers discussed how their assignment may affect their ability to engage with the community. For instance, troopers expressed it was sometimes difficult to leave their patrol duties to participate in these events. When there is a high call volume, a lot of traffic stops, or if the trooper is working the night shift, community engagement may be impossible. Finally, some troopers we spoke with believed that although community engagement was crucial, positive engagement would be rendered meaningless if a subject (or someone they know) has a later negative interaction with a trooper (or even another law enforcement agency). For some, this potential appeared to limit the priority put on community engagement.

Figure 6. MSP community engagement



Source: Michigan State Police.

Finally, Post characteristics may affect the success of community engagement efforts. For instance, Posts that have had a long-term Post commander and have built trust over the years are more successful in community engagement efforts than others. Regardless, we identified a spirit of competitiveness among the Posts to go above and beyond in relation to community service efforts. For example, troopers' community service is noted in their performance appraisal, and commanders want to see troopers going above and beyond the minimum requirement of community engagement. Furthermore, MSP has recently reinstated a log to track community engagement in each Post.

**Recommendation 50: MSP should better summarize long-standing or high-priority community engagement programs and efforts on its website**.

## Traffic stop data dashboard

The third point in MSP's Five-Point Plan is "making more data available to MSP troopers through a dashboard that will provide real-time traffic stop data so they can learn about and adjust their actions."

**Finding 51: MSP's traffic stop data dashboard appears to offer promise but suffers from issues of mistrust throughout the department.**

To achieve this element of the Five-Point Plan, MSP (through the Criminal Justice Information Center) developed a traffic stop dashboard that provides troopers and supervisors statistical analysis, allowing for self-review and comparative review across similarly situated troopers. As part of this development, MSP piloted the dashboard in four Posts and solicited feedback from commanders, assistant commanders, inspectors, and captains within those Posts. After incorporating member feedback, MSP then expanded the pilot to 17 Posts, partnering with researchers at MSU to conduct a one-year evaluation of the dashboard's effectiveness at reducing racial disparities. In conducting their analyses, MSU researchers are using quantitative dashboard data, data on supervisor reviews, standardized data collection processes for conversations between commanders and troopers, and interview questions for troopers and Post commanders about their understanding, experience, and perception of the dashboard. At present, MSU's assessment of the dashboard's effectiveness has not yet been released, and we are unable to discuss the findings. However, we offer our commentary on the dashboard and views offered by MSP members.

In learning about the dashboard, we were provided a technical demonstration of the visualization software and found the application to have extremely positive potential. The dashboard is interactive, allowing the user to view patterns by individual troopers and groups. It provides data on the demographics of the stopped community member as well as stop characteristics and has several visualizations for review, including scatter plots displaying the variance in troopers' stops and locations (see **Figure 7**). We were fairly impressed with the system's capabilities as a data management tool for MSP.

**Figure 7. Dashboard images**
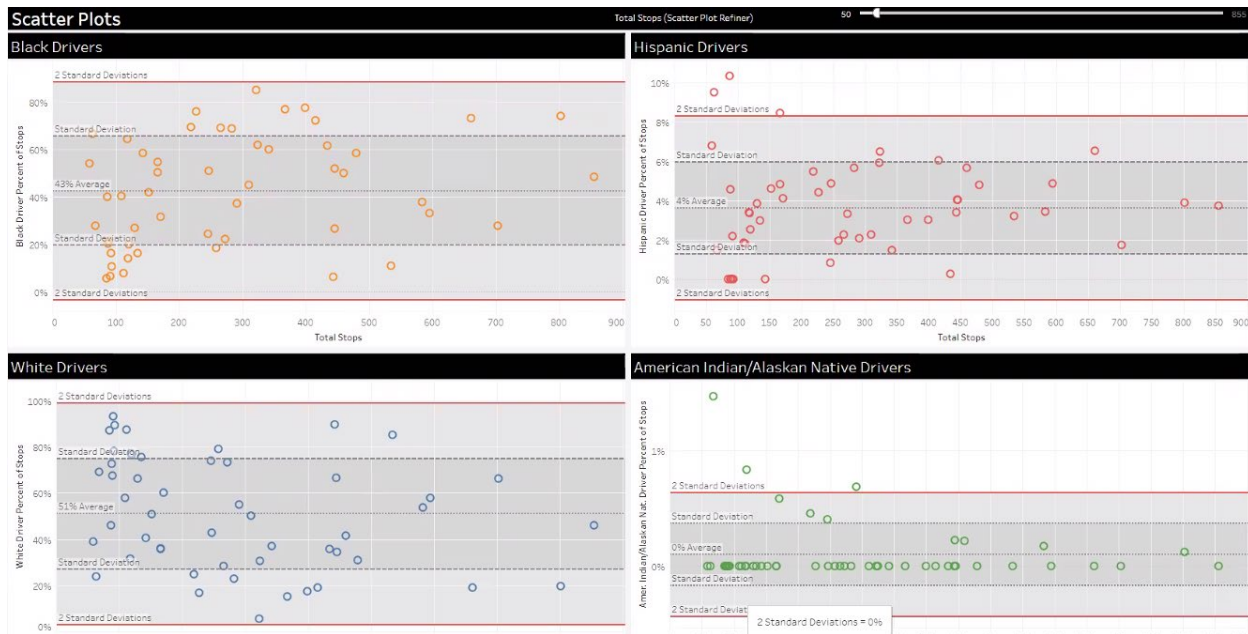


Source: Michigan State Police

During implementation of the pilot, troopers and sergeants from Posts in the experimental group received dashboard training, including navigating the various visualizations, using the different available filters, and understanding how standard deviations are calculated (as well as what they represent). In speaking with troopers and sergeants during our ride-alongs and focus groups, they confirmed that they were familiar with the dashboard, and many reported having logged into and reviewed their own data or, in the case of supervisors, the data of troopers under their command.[28]

As MSU continues to conduct its evaluation, we cannot comment at this time on whether the dashboard is effective or not. However, we can comment on trooper and supervisor perceptions based on our interactions with MSP members. Although there appears to be widespread familiarity with the dashboard, there also appears to be widespread distrust of the dashboard, with many of the members believing it has limited informative value. In most instances, concerns about the dashboard largely mirrored members' apprehensions about the MSU findings overall, namely that the dashboard does not include significant context about troopers' patrol habits and decisions.

The degree of mistrust in the data dashboard is concerning and may undermine the potential effect of intervention outcomes. The concept of buy-in for this type of system (similar to an early intervention system, or EIS) is significant because buy-in can ultimately affect the decision to accept supervisors' interventions related to the statistical deviance (Walker, 2012; Rosenbaum & McCarty, 2017; Bradford et al., 2014). Should MSP choose to maintain the dashboard, it will need to address the mistrust toward the dashboard through increased communication with troopers and sergeants

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[28] As the dashboard is currently in place in only half of MSP Posts, the fact that a trooper or a sergeant had not viewed dashboard data cannot be interpreted as a refusal to do so as those in the control group would not have access to the data.

to assuage their concerns and identify ways to incorporate greater context into the dashboard's statistics.

Finally, members discussed how the dashboard has affected their decision-making. For instance, the introduction of the dashboard has, at times, caused members to consider the driver's race when making the decision to stop a vehicle (when they can see the driver) and when making the decision to give a warning or a ticket. This may involve choosing to not pull over an African-American driver (or, alternatively, purposefully choosing to pull over Caucasian drivers) who has committed a traffic violation to not be considered an outlier on the dashboard. This led to several members making comments to the effect that they "now patrol in a biased fashion in order to avoid the perception that they patrol in a biased fashion." MSP must address this practice by continuing to assure troopers that the dashboard will not be used for disciplinary purposes and that statistical deviation found in the dashboard is not prima facia evidence of any policy violation. Although there is the potential for interventions, this should not be considered discipline, and officers should not have to feel they need to patrol differently based on the use of the dashboard.

**Recommendation 51: MSP should continue to reassure members that the dashboard will not be used for disciplinary purposes and that statistical deviation is not prima facia evidence of any policy violation**.

## Creation of professional development bureau

The fourth point in MSP's Five-Point Plan is "ramping up educational opportunities for troopers and recruits through the creation of the department's Professional Development Bureau. This new bureau will provide training and development for enforcement members on familiar topics, as well as on new and emerging topics including mental health, wellness, de-escalation, cultural competency, decision-making, implicit bias, and communication skills."

**Finding 52: MSP has created the Professional Development Bureau in accordance with the Five-Point Plan.**

In July 2021, prior to the release of the MSU findings and aligned with Governor Gretchen Whitmer's call for a series of policy plans regarding police reform, MSP established the Professional Development Bureau which oversees several crucial reform-focused divisions and initiatives:[29]

- Office of Behavioral Science
    - "Serves members of the department, as well as the law enforcement community at-large. The office offers services to enhance the mental health of employees and works in collaboration with the law enforcement community to assist in solving crimes."

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[29] "MSP Program Descriptions and Organizational Structure," Michigan State Police, https://www.michigan.gov/msp/about-msp/msp-program-descriptions-and-organizational-structure.

- MCOLES
    - "Set[s] standards for the selection, employment, licensing, retention, and training of police officers in Michigan and to promulgate rules to govern these functions."
- Organizational Development Division
    - "Provides training and development opportunities customized to the needs of the department and its members."
- Training Division
    - "Supports the department and the criminal justice community through educational programs at MSP's Training Academy in Dimondale and various off-site locations around the state. This division is responsible for conducting MSP recruit schools for new enforcement members and in-service trainings for current members."
- Human Resources Division
    - "Responsible for the department's human resources activities and services, including labor relations, disability management, classification and selection, performance management, and recruitment and selection of enforcement members."

The Professional Development Bureau's primary function is to formalize and regulate many of the efforts that MSP had already incorporated but that may have not received the oversight and standardization required of a 21st century policing department. For example, MSP possessed official orders prior to the Five-Point Plan, however, the department is now taking efforts to achieve CALEA certification and, as part of that goal, is in the process of reassessing policies and publicly posting them on its website.[30]

For the purposes of the present analysis, we have not evaluated the efforts of each arm of the Professional Development Bureau. The Office of Behavioral Science's operation is largely outside our scope of work. For other arms of the Bureau, including the Training Division, we assessed their efforts throughout other sections in this report (see our discussion of the Training Division's development of a regular in-service training program). However, we find that overall, MSP continues to take steps to formalize and implement the Professional Development Bureau' operations.

**Recommendation 52: MSP should maintain efforts to formalize and implement the Professional Development Bureau's operations.**

## Body-worn cameras

**Finding 53: MSP's BWC program includes key components for success.**

MSP has implemented the use of BWCs into their department policy. BWCs are issued to sworn members with a high liability of critical incidents (e.g., troopers, sergeants, and detectives), while supervisors are expected to adhere to the BWC review policy currently in place (see Official Order 39). Policy states that supervisors must conduct two main forms of footage review from squad

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[30] "Department Policies," Michigan State Police, https://www.michigan.gov/msp/about-msp/department-policies.

members, including review of any high liability incident (e.g., pursuits, crashes, and uses of force), as well as reviewing four randomly selected BWC videos each month. Supervisors also review instances when members fail to activate their BWC; however, these reviews are usually initiated by troopers self-reporting their failure to activate the camera, and the process is not memorialized in MSP policy. Whereas sergeants are required to review trooper footage, lieutenants are expected to review sergeant footage. Furthermore, lieutenants are expected to enforce the BWC review policy and initiate discussions with sergeants about what they found. In terms of documentation, random reviews are included in sergeant daily reports. MSP also uses Watch Guard, a software that generates audit trails, which allows them to see if supervisors have watched BWC footage for monthly random reviews, as well as how much of the footage they watched. MSP's BWC policy is concise and clearly explains the supervisory role in terms of how to document reviews, the number of reviews to conduct, and when to complete reviews. However, although these components exist, we refer the reader to the finding and recommendations we made as part of our discussion of supervisor practices (see **Section 4: Supervisor Policies, Trainings, and Practices**).

**Recommendation 53: Implement recommendations discussed in Section 4 as it relates to BWCs.**

# Conclusion

MSP's proactive engagement in this assessment of its policies and program initiatives related to traffic enforcement is commendable and represents a significant step in the department's efforts to address existing racial disparities in traffic enforcement. The CNA team used a comprehensive approach to assess MSP's traffic enforcement policies and program initiatives, including document review, targeted interviews, focus groups, ride-alongs, and quantitative data analysis. In addition, because conducting traffic enforcement by police does not operate in a vacuum, CNA's approach to this assessment focused on the full lifecycle of a trooper, including how MSP recruits and hires its troopers, instructs and trains its troopers, and supervises its troopers. We also considered organizational factors that are relevant to traffic enforcement and equitable policing.

In this report, the CNA assessment team offered 53 findings with associated recommendations. Some of the findings and recommendations highlight strong policies and positive program initiatives that MSP should maintain and build upon, while other findings and associated recommendations emphasize policies and program initiatives that require greater attention and improvement.

Although the CNA assessment team found that the racial disparities in MSP's traffic enforcement outcomes reported by MSU do not appear to be the result of widespread discriminatory policing practices by MSP personnel, the team did identify certain MSP traffic enforcement policies and program initiatives that have likely contributed to the racial disparities in MSP's traffic enforcement outcomes. Thus, MSP can and should implement changes to its policies and operations to ensure more equitable traffic enforcement. Accordingly, we issue a final finding and recommendation for the department.

**Finding 54: An independent and objective follow-up assessment is important for monitoring the implementation of recommendations found in this report.**

MSP's participation in this assessment is a significant step in the department's efforts to address existing racial disparities in traffic enforcement. However, it is critical that the department makes intentional and strategic efforts to implement the recommendations offered in a timely manner. MSP's implementation of these recommendations will not only contribute to more equitable traffic enforcement policies and program initiatives but will also build greater trust and legitimacy for the department.

**Recommendation 54: MSP should engage in an independent and objective follow-up assessment to monitor the implementation of recommendations found in this report.**

# Abbreviations

| Abbreviations | Definition |
|---|---|
| ACLU | American Civil Liberties Union |
| ALPACT | Advocates and Leaders for Police and Community Trust |
| Bridges to B.L.U.E. Citizen Advisory Council | Build. Listen. Unite. Engage. |
| BWC | body-worn camera |
| CACs | Community Advisory Councils |
| CALEA | Commission on Accreditation for Law Enforcement Agencies |
| Operation C.A.R.E. | crash awareness and reduction efforts |
| CAUTION | Community Action United Team in Our Neighborhoods |
| COPS Office | Office of Community Oriented Policing Services |
| EIO | Equity and Inclusion Officer |
| EIS | early intervention system |
| GPA | grade point average |
| GPS | Global Positioning System |
| HR | human resources |
| MCOLES | Michigan Commission on Law Enforcement Standards |
| MDOT | Michigan Department of Transportation |
| MSP | Michigan State Police |
| MSU | Michigan State University |
| NHTSA | National Highway Traffic Safety Administration |
| PPB | Portland Police Bureau |
| PSS | Professional Standards Section |
| SCP | Secure Cities Partnership |
| SME | subject matter expert |
| TAD | Transparency and Accountability Division |
| VR | virtual reality |

# Appendix A: Documents, Data, and Other Information Reviewed by the Assessment Team

| Document/Data |
| --- |
| Accountability Data |
| Auditing and Inspection Documents |
| Community Engagement Materials |
| In-Service Training Materials |
| MCOLES Standards |
| MSP Dashboards |
| MSP Five-Point Plan |
| MSP Organizational Chart |
| MSP Social Media Activity |
| MSP Website |
| Performance Evaluation Documents |
| Pre-Service Training Materials |
| Recruiting Data for Past 5 Years |
| Recruit School Graduation and Attrition Data |
| Recruit School Training Materials |
| Relevant External Stakeholder Materials |
| Relevant MSP Official Orders and SOPs |
| SCP Operations Materials |
| Staffing Data |
| Strategic Plans for Past 5 Years |

# Appendix B: Findings and Recommendations

| Finding No. | Finding | Recommendation |
|---|---|---|
| 1 | MSP has a defined, comprehensive hiring process for applicants. | MSP should maintain current efforts. |
| 2 | MSP has consistently emphasized a written commitment to recruiting a diverse workforce in its strategic plans and recruiting strategy, but the department can improve on its follow-through and accountability for such commitments. | To enhance follow-through and accountability, MSP's written commitments to recruiting a diverse workforce should explicitly state who within the department will be responsible for overseeing the completion of goals and specific timeframes for achieving stated goals. |
| 3 | MSP's required recruit school hours exceed the minimum number required by the Michigan Commission on Law Enforcement Standards (MCOLES). | MSP should continue to regularly review topic areas covered during recruit school to ensure they are consistent with current events and provide sufficient time for nontactical topics, such as fair and impartial policing and cultural awareness. |
| | | MSP should monitor the efficacy of its new recruit school model, which reduced the length of recruit school from 26 to 20 weeks. |
| 4 | To increase recruits' chances of success during recruit school, MSP established a mentor policy. | MSP should maintain its mentorship program for recruits. |
| 5 | Recruits' performance is evaluated during recruit school through both written and practical examinations. | MSP should maintain its mechanisms for evaluating recruit performance. |
| 6 | As part of recruit training, MSP provides 8 hours of implicit bias training, 6 hours of ethics training, and 15 hours of a cultural diversity speaker series. | MSP should maintain current efforts. |
| 7 | MSP did not meet its recruiting goals of obtaining a 25 percent racial minority applicant | MSP should clarify in policy how recruiters are expected to achieve a diverse applicant pool. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| | pool and a 20 percent female trooper applicant pool by the end of 2022. | |
| 8 | Disparities exist in graduation and attrition rates by demographics. | MSP should continue examining barriers to recruitment for non-White and non-male recruits by consistently tracking reasons for failure or attrition, and then implementing practices that will help reduce identified barriers. |
| 9 | MSP provides publicly available recruiting materials on its website. | MSP should maintain current efforts. |
| 10 | MSP has revised its recruiting process into one that has centralized leadership, provides full-time recruiting representation in all seven MSP districts, and systematically selects members for the recruiter position. | MSP should more systematically identify recruiting events that are directly tied to its stated recruiting strategy. |
| 11 | In addition to district recruiters, MSP has also experimented with and implemented other innovative forms of recruiting, some of which have been more successful than others. | MSP should maintain current efforts in developing and evaluating innovative forms of recruiting. |
| | | MSP should maintain its partnerships with organizations that can provide guidance and expertise on recruiting a diverse workforce. |
| 12 | MSP has made tangible efforts to institute recruiting and hiring practices that reduce barriers to applying for the trooper position. | MSP should maintain these new practices and build upon them to further address higher attrition rates for non-White and non-male recruits. |
| 13 | The MSP does not have a formal process for evaluating the effectiveness of recruiting efforts. | MSP should incorporate more formal mechanisms for evaluating the effectiveness of recruiting efforts, specifically as they relate to identified goals for diverse recruitment. |
| 14 | MSP primarily relies on the background investigation and hiring interview panel to assess the character, and potential bias, of applicants. | MSP should strongly consider incorporating some aspect of community representation into the hiring process. This may include having community representation on the hiring interview panel. |
| 15 | MSP has several policies that provide guidance to troopers to ensure constitutional and bias-free policing. | Maintain current policies related to constitutional and bias-free policing. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| 16 | MSP's policies related to constitutional and bias-free policing could be improved to provide greater clarity to troopers. | Enhance policies to provide greater guidance on what troopers should do, as well as clarify terms and avoid passive language. |
| 17 | MSP's Department Philosophy directive lacks direct reference to the community. | MSP should recognize the community as equal partners in the Department Philosophy directive. |
| 18 | MSP's policies on traffic enforcement do not sufficiently recognize the community being served nor provide sufficient guidance on the use of discretion. | Recognize the dignity of community members in traffic enforcement policy and provide greater guidance on enforcement members providing procedurally just service. |
| | | Provide greater guidance to troopers on the use of discretion, including when discretion is encouraged and when discretion is limited. |
| 19 | The MSP has strong, explicit Duty to Intervene requirements, but there are areas for improvement and reinforcement. | Expand the Duty to Intervene policy to mirror subsection D of the Bias-Free Service policy. |
| | | Review and revise the MSP's culture statement to be consistent with other policies, including Official Order 02-06. |
| 20 | MSP's policies related to off-duty activity requires an actual effect to occur in order to find a violation. | Update policies to reflect a significant likelihood of bringing disrepute to the department rather than requiring an actual effect. |
| 21 | MSP has recently delivered two trainings on bias and policing, one that was not well received and a more recent one that was well received. | Consider providing greater subtext to The History of Policing and Race presentation slides. |
| 22 | MSP is providing cutting-edge virtual reality (VR) training to troopers on conducting traffic stops. | Continue to explore opportunities associated with VR training, including expanding positive community interactions. |
| 23 | MSP does not provide sufficient training on the use of discretion, particularly with the concept of "going beyond the stop." | MSP should introduce evidence-based training on the use of discretion, including more standardized indications of criminal behavior. |
| | | MSP should measure and track consent search hit rates to determine the accuracy in which troopers are identifying indicators of criminal activity. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| 24 | MSP members of all ranks take pride in the department and the law enforcement field. | MSP should maintain efforts to establish a culture of pride in the department. |
| 25 | Supervisors do not sufficiently manage where and how troopers patrol, leading to disproportionate congregation in high-population areas with greater minority populations. | MSP should reduce the emphasis on entries at set intervals for dailies. |
| | | MSP should better manage trooper proportionality across Posts, including through roll calls prior to starting a shift. |
| 26 | MSP troopers and sergeants feel underappreciated by both the department and the community. | Review the process for gathering trooper input on significant reports and incorporate lessons learned from this experience. |
| | | MSP should recognize the experience of troopers and use the opportunity to develop shared understanding with the community. |
| 27 | MSP troopers and sergeants believe there is more that can be done to effectively publicize positive policing moments and improve relations with the community. | MSP should better publicize positive events and use trooper suggestions as part of a broader community relations approach. |
| | | MSP should explore the potential for using VR technology at community events to develop a better understanding of law enforcement work. |
| 28 | MSP supervisors are subject to the same official orders as troopers with respect to firsthand observation of bias. | Refer to the Trooper section for recommendations related to these official orders. |
| 29 | MSP provides several opportunities for supervisors to identify potential bias through their performance review responsibilities. | MSP should maintain current performance review requirements for supervisors and incorporate recommendations for training and operational improvement. |
| 30 | MSP does not provide sufficient oversight and standardization with respect to training on supervisors' performance review responsibilities. | MSP should maintain its efforts in developing this supervisor in-service training and include it as part of its training plans going forward. |
| | | MSP should standardize supervisor pre-service trainings to ensure consistency across training for new supervisors. |
| | | MSP should incorporate training modules for all performance review requirements rather than rely solely on policy requirements. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| 31 | MSP supervisors do not provide sufficient direct oversight of their members' activities. | MSP should provide more specific guidance in supervisory training programs and provide updated expectations of supervisors. |
| 32 | MSP supervisors do not take full advantage of BWC review opportunities. | MSP should expand the scope of BWC reviews to allow for greater evaluation of members' activities and, where needed, correction. |
| | | MSP should incorporate a random selection protocol to set parameters on the type of videos reviewed and to randomly choose a video rather than leaving it at the supervisor's discretion. |
| 33 | MSP supervisors do not take full advantage of the traffic stops dashboard. | Should MSP continue using the dashboard in the future, the department should develop a formal policy and deliver training that will provide clear instruction on the use and review of the dashboard for each rank. |
| 34 | MSP does not assess trends at the group or unit level. | MSP should conduct group-level analysis when assessing trooper behavior, including when they use the traffic stop dashboard data. |
| 35 | MSP has a dedicated division that provides a formalized structure for policy review and revision. | MSP should maintain current efforts. |
| 36 | MSP has a recently improved policy review process. | MSP should implement a universal review period wherein any interested individual can provide comments on policy drafts. |
| 37 | MSP has safeguards to ensure members understand revisions to policies. | MSP should maintain current efforts. |
| 38 | MSP does not always provide timely training when a policy change occurs. | MSP should implement a plan to provide electronic training immediately when policies are changed. |
| 39 | MSP now takes a more systematic approach to provide training and address identified gaps. | MSP should maintain the Professional Development Bureau. |
| 40 | MSP conducts a needs assessment though the process should be more rigorous and standardized. | MSP should develop consistent areas of review when developing the needs assessment, including through formal tools for gathering trooper feedback. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| 41 | MSP does not have a formal training plan but demonstrates successful planning through other documents. | MSP should develop a training plan at the conclusion of the needs assessment process to "close the loop" on identified needs. |
| 42 | MSP has recently implemented an expectation and process for developing comprehensive and individualized lesson plans for each training module. | MSP should maintain current efforts. |
| 43 | MSP has recently improved training evaluation efforts though those efforts should be more uniformly applied. | MSP should include evaluation surveys more frequently throughout recruit training. |
| | | MSP should expand and formalize training evaluation efforts to capture all metrics of effective training. |
| 44 | MSP has several ways in which accountability measures can be initiated and has established criteria for determining discipline. | MSP should maintain their current avenues for initiating accountability measures. |
| | | MSP should incorporate a formal disciplinary guide and include violations of Official Order 02-03 as an example policy when discussing higher-severity violations. |
| 45 | MSP accountability data indicates that it is capable of initiating bias-related investigations and holding members accountable. | MSP should maintain current efforts. |
| 46 | MSP has recently begun efforts to enhance and formalize their self-auditing and inspection process. | MSP should implement a statewide community survey. |
| | | MSP should return to providing articulable, measurable benchmarks for achieving success with strategic goals. |
| 47 | MSP participates in several special enforcement initiatives that target specific issues or jurisdictions across the state of Michigan, many of which focus on improving traffic safety. | MSP should maintain current efforts. |

| Finding No. | Finding | Recommendation |
|---|---|---|
| 48 | MSP in SCP jurisdictions historically used motor vehicle enforcement (i.e., traffic stops) as its primary form of crime prevention. Since then, strategies have evolved though vary based on site. | Continue to evaluate the effectiveness of traffic stops as a tool for violence reduction in SCP sites and observe the effect on community relations. |
| 49 | SCP Troopers report not receiving sufficient direction from supervisors and are not aware of systematic efforts in SCP sites. | Increase supervision of SCP troopers and discuss strategies through the use of a data-driven daily activity brief. |
| 50 | MSP has an overall robust community engagement approach but does not regularly collect and present evidence on its efforts. | MSP should better summarize long-standing or high-priority community engagement programs and efforts on its website. |
| 51 | MSP's traffic stop data dashboard appears to offer promise but suffers from issues of mistrust throughout the department. | MSP should continue to reassure members that the dashboard will not be used for disciplinary purposes and that statistical deviation is not prima facia evidence of any policy violation. |
| 52 | MSP has created the Professional Development Bureau in accordance with the Five-Point Plan. | MSP should maintain efforts to formalize and implement the Professional Development Bureau's operations. |
| 53 | MSP's BWC program includes key components for success. | Implement recommendations discussed in Section 4 as it relates to BWCs. |
| 54 | An independent and objective follow-up assessment is important for monitoring the implementation of recommendations found in this report. | MSP should engage in an independent and objective follow-up assessment to monitor the implementation of recommendations found in this report. |

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