



Committee: PS
Committee Review: At a future date
Staff: Christine Wellons, Legislative Attorney
Purpose: To receive testimony – no vote expected
Keywords: #CommunityInformedPolice

AGENDA ITEM #8
June 22, 2021
Public Hearing

SUBJECT

Bill 17-21, Police – Community Informed Police Training
Lead Sponsor: Councilmember Jawando
Co-Sponsor: Councilmember Riemer

EXPECTED ATTENDEES

Public speakers

COUNCIL DECISION POINTS & COMMITTEE RECOMMENDATION

- N/A; Introduction

DESCRIPTION/ISSUE

Bill 17-21 would:

- require the Police Department to collaborate with local educational partners regarding police cadet recruitment and police training; and
- provide for the continuing education of police officers.

SUMMARY OF KEY DISCUSSION POINTS

- N/A; receive testimony.

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MEMORANDUM

June 17, 2021

TO: County Council

FROM: Christine Wellons, Legislative Attorney

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

PURPOSE: Public Hearing – receive public testimony

Bill 17-21, Police – Community Informed Police Training, sponsored by Lead Sponsor Councilmember Jawando and Co-Sponsor Councilmember Riemer, was introduced on May 18, 2021.¹ A worksession of the Public Safety Committee is tentatively scheduled July 22, 2021 at 9:30 a.m.

Bill 17-21 would:

- require the Police Department to collaborate with local educational partners regarding police cadet recruitment and police training; and
- provide for the continuing education of police officers.

PURPOSE

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

BILL SPECIFICS

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

- expand the recruitment of police cadets who reflect the diversity of the County;

- sponsor communication sessions with prospective cadets and community members; and
- develop internship programs for prospective cadets.

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

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

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

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

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

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

Lead Sponsor: Councilmember Jawando
Co-Sponsor: Councilmember Riemer

AN ACT to:

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

By adding

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

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

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

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

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

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

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

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

8 (2) controlling emotions and behavior;

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

11 (4) being aware of and respecting differences.

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

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

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

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

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

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

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

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

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

32 Wellness means a positive approach to living.

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

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

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

39 (3) develop internship programs for prospective cadets.

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

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

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

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

49 (A) racial equity and social justice;

50 (B) health and wellness;

51 (C) community policing;

52 (D) policing history;

53 (E) active listening and conflict resolution; and

54 (F) civic engagement.

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

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

63 (1) to all County police officers regarding:

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

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

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

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

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

LEGISLATIVE REQUEST REPORT

Bill 17-21

Police – Community Informed Police Training

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



MONTGOMERY COUNTY COUNCIL
ROCKVILLE, MARYLAND

WILL JAWANDO
COUNCILMEMBER
AT-LARGE

M E M O R A N D U M

TO: Montgomery County Councilmembers

FROM: Will Jawando, Councilmember At-Large

DATE: May 12, 2021

SUBJECT: The Community Informed Police Training Act

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

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

The bill would require:

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

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

COMMUNITY INFORMED POLICE TRAINING

MC
MONTGOMERY
COLLEGE



COMMUNITY INFORMED POLICE TRAINING

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A New Vision for Police Training

Introduction

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

The Problem

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

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

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

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

The Task

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

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

A New Vision for Police Training (continued)

The Curriculum

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

Montgomery College MCPD Training Program

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

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

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

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

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

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

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

Week 4: Unconscious bias (6 hours)

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

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

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

A New Vision for Police Training (continued)

Faculty

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

The Solution

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

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

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

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

Contributions from IACP:

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

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

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

A New Vision for Police Training (continued)

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

The Benefits

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

Conclusion

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

Police Training Summary

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

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

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

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

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

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

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

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

Police Training Summary (continued)

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

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

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

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



MONTGOMERY COLLEGE

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

Racial Equity and Social Justice (RESJ) Impact Statement

Office of Legislative Oversight

BILL 17-21: POLICE - COMMUNITY INFORMED POLICE TRAINING

SUMMARY

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

BACKGROUND

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

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

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

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

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

RACE, POLICING AND RACIAL EQUITY

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

RESJ Impact Statement

Bill 17-21

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

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

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

DEMOGRAPHIC DATA

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

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

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

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

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

RESJ Impact Statement

Bill 17-21

ANTICIPATED RESJ IMPACTS

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

METHODOLOGIES, ASSUMPTIONS, AND UNCERTAINTIES

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

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

RECOMMENDED AMENDMENTS

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

CAVEATS

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

CONTRIBUTIONS

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

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

RESJ Impact Statement

Bill 17-21

² Bill 17-21

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

⁴ Ibid

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

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

⁷ Ibid

⁸ Ibid

⁹ Durr, What is the Difference between Slave Patrols and Modern Day Policing? Institutional Violence in a Community of Color, August 2015, Journal of Critical Sociology. https://www.researchgate.net/profile/Marlese-Durr/publication/280922508_What_Is_the_Difference_Between_Slave_Patrols_and_Modern_Day_Policing_Institutional_Violence_in_a_Community_of_Color/links/55cb5c1208aea2d9bdce25ce/What-Is-the-Difference-Between-Slave-Patrols-and-Modern-Day-Policing-Institutional-Violence-in-a-Community-of-Color.pdf

¹⁰ Spielberger

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

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

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

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

¹⁴ Ibid

¹⁵ Annual Use of Force Report 2019, MCPD, Montgomery County, Maryland.

[https://www.montgomerycountymd.gov/pol/Resources/Files/annual-reports/UseOfForce/2019 MCPD Use of Force Report FINAL.PDF](https://www.montgomerycountymd.gov/pol/Resources/Files/annual-reports/UseOfForce/2019%20MCPD%20Use%20of%20Force%20Report%20FINAL.PDF)

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

<https://www.montgomerycountymd.gov/OLO/Resources/Files/2020%20Reports/OLORReport2020-9.pdf>

¹⁷ 2019 Annual Use of Force Report

¹⁸ Ibid

¹⁹ Local Policing Data and Best Practices

²⁰ Ibid

²¹ MCPD 2019 Annual Report on Crime & Safety

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

Bill 17-21

Police – Community Informed Police Training

SUMMARY

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

BACKGROUND

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

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

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

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

METHODOLOGIES, ASSUMPTIONS, AND UNCERTAINTIES

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

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

¹ Montgomery County Council, Bill 17-21, Police – Community Informed Police Training, introduced on May 18, 2021. See Introduction Staff Report, https://apps.montgomerycountymd.gov/ccllms/DownloadFilePage?FileName=2708_1_14445_Bill_17-21_Introduction_20210518.pdf.

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

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

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

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

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

Table 1. RIMS II Multipliers for Montgomery County

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

Data Source: U.S. Bureau of Economic Analysis

OMB projects that Bill 17-21 would result in total annual training costs ranging from \$364,750 to \$1,463,000.⁴ **Table 2** presents the multiplier effects for these estimated increases in expenditures at local educational institutions.

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

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

² U.S. Bureau of Economic Analysis, *RIMS II: An Essential Tool for Regional Developers and Planners*, December 2013, https://apps.bea.gov/regional/rims/rimsii/rimsii_user_guide.pdf.

³ Ibid, 3 – 3 and 3 – 4.

⁴ Personal communication with OMB analysts.

VARIABLES

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

- Total annual transfer from County to local educational institutions.

IMPACTS

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

Businesses, Non-Profits, Other Private Organizations

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

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

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

Residents

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

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

DISCUSSION ITEMS

Not applicable

WORKS CITED

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

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

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

CAVEATS

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

CONTRIBUTIONS

Stephen Roblin (OLO) prepared this report.