

Honing Interpersonal Necessary Tactics (H.I.N.T.): An Evaluation of Procedural Justice Training

A Report to Louisville Metro Police Department Training Division

By
Brian Schaefer
Thomas Hughes



Southern Police Institute
Department of Criminal Justice
University of Louisville

Honing Interpersonal Necessary Tactics (H.I.N.T.): An Evaluation of Procedural Justice Training

A Report to Louisville Metro Police Department Training Division

Brian Schaefer
Department of Criminal Justice
University of Central Missouri

Thomas Hughes
Southern Police Institute
Department of Criminal Justice
University of Louisville

Copyright 2016



TABLE OF CONTENTS

EXECUTIVE SUMMARY..... 5

INTRODUCTION..... 7

TRAINING MODULES..... 8

METHOD AND SURVEY CONTENT..... 10

FINDINGS..... 13

CONCLUSION..... 20

RECOMMENDATIONS..... 23

REFERENCES..... 26

APPENDIX A: THE SOUTHERN POLICE INSTITUTE..... 28

EXECUTIVE SUMMARY

The 21st century police task force identified building legitimacy and procedural justice as a main pillar to policing reform in the United States. The task force stated “building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve” (Task Force, 2015, p. 1).

Procedurally just behavior in law enforcement is based on four principles. First, law enforcement must treat people with dignity and respect. Second, law enforcement should give the public a voice during encounters. Third, law enforcement should be neutral and transparent in their decision making. Finally, law enforcement must convey trustworthy motives. The research literature indicates these principles lead to positive relationships with the community. The result is the community feels more obligated to follow the law and are more willing to cooperate with authorities (Jackson et al. 2012). Before the creation of the president’s commission and its report, The Louisville Metro Police Department training division researched the topic of legitimacy and began developing a training program for all sworn personnel. The goal of the training was to enhance the legitimacy of the Department within the communities of Louisville. This report presents the findings of the short-term effectiveness of the procedural justice and legitimacy training.

The training module was developed internally, by sworn members of the department’s training staff. The training was split into modules emphasizing the importance of the four dimensions of procedural justice—respect, participation, neutrality, and trust—and how procedurally justice practices can increase legitimacy. 1,062 sworn police personnel were trained across 32 class sessions.

The training was evaluated using a pre- and post-test design; the analysis focuses on simple before-after differences in officers' views of the procedural justice dimensions. The data come from a survey administered before and after the courses gauging personnel support of the four procedural justice dimensions, as well as several demographic characteristics. A total of 983 officers responded to the survey for a 93 percent response rate. The analysis focused on class-based scores that compare the average score for each of the 32 sessions before training and after training. The class-based analysis found procedural justice training led to an increase in sworn personnel's support for all four measures of procedural justice and this increase was statistically significant. Individual-level analysis of responses indicate the majority of respondents agreed or strongly agreed that officers should be consistent and even-handed in decision-making across persons and across time (neutral); should provide community members an opportunity to describe their situation and express their opinion about a problem (participation); and officers should treat citizens with dignity and respect (respect). However, individual-level analysis found the majority of respondents disagreed or strongly disagreed that officers treat citizens as if they can be trusted to do the right thing (trust).

In sum, the findings indicate short-term training did have an impact on support for procedural justice. In conducting such training the Louisville Metro Police Department was at the forefront of improving community relationships by building procedural justice and legitimacy. The report finishes with a series of recommendations for Louisville Metro Police Department to continue and expand procedural justice and legitimacy training in their organization.

INTRODUCTION

Democratic policing is, in the main, driven by the voluntary cooperation of citizens. The 21st Century Police Task Force identified building legitimacy and procedural justice as the main one pillar to policing reform in the United States. The task force stated “building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve” (Taskforce, 2015, p. 1). The Taskforce came to their conclusions by reviewing decades of research indicating people are more likely to obey the law when they believe those enforcing the law are perceived as legitimate (Mazerolle et al., 2013). The research indicates the public confers legitimacy only on those whom they believe are acting in procedurally just ways (Hinds & Murphy, 2007; Tyler, 2001, 2004). In short, when the process by which citizens are policed is perceived as fair, citizens are more likely to internalize the social obligation to follow the law.

Procedurally just behavior in law enforcement is based on four principles. First, law enforcement must treat people with dignity and respect. Second, law enforcement should give the public a voice during encounters. Third, law enforcement should be neutral and transparent in their decision making. Finally, law enforcement must convey trustworthy motives. The research literature indicates these principles lead to positive relationships with the community. The result is the community feels more obligated to follow the law and are more willing to cooperate with authorities (Jackson et al. 2012).

The Louisville Metro Police Department, before the taskforce report was released, began developing a training program for all sworn personnel to enhance legitimacy with

the communities in Louisville. The Louisville Metro Police Department developed a two-day training curricula entitled “Honing Interpersonal Necessary Tactics” (hereinafter HINT). The first day of the HINT course focused on emotional survival based on Kevin Gilmartin’s (2002) research. This portion of the HINT training *was not evaluated* in this report. The second day of the HINT course and focus of this evaluation taught sworn personnel the principles of procedural justice and the ideas related to legitimacy based policing. Commendably, the Department’s training division also sought and supported an outside third party evaluation of the training program. This report presents the findings of the short-term effectiveness of the procedural justice and legitimacy training.

TRAINING MODULES

The training module was developed internally, by sworn members of the department’s training staff. The impetus for this effort came from a collection of discussion by Command staff in the Training Division and at Headquarters. At the initiative of Louisville Metro Police Department Command Staff, members of the Training Division worked with other police departments including Chicago Police Department and Seattle Police Department to develop an outline for a training program. The training staff identified concepts and findings from the research literature they could translate into training modules. The staff presented the training modules as a tactic that would encourage the public to recognize the police as a legitimate source of authority. The increased legitimacy would lead to increases in officer safety, more compliance with their instructions, and greater cooperation from the public. The Louisville Metro Police Department’s course was certified by the Kentucky Law Enforcement Council.

The Procedural Justice and Legitimacy Based Policing portion of the course was split into six modules and occurred on day two. The first module was limited to

introductions and the logistics of the course. The primary course content was located in the final five modules. Each module incorporated lectures accompanied by PowerPoint slides, video clips, and group exercises. Module 2 introduced the ideas of procedural justice and legitimacy and their relationships to the goals of policing. Particularly, the instructors emphasized the goal of law enforcement is to achieve legitimacy. The module emphasized the benefits of utilizing procedural justice and gaining legitimacy. These benefits included increasing officer safety and lowering stress levels. Module 3 featured a discussion on police expectations of the community and community expectations of the police. Module 3 explored the survival aspect of police work and examines why people obey the law. Module 4 included a more in-depth discussion of procedural justice, detailing the four dimensions of procedural justice and discussing research supporting procedural justice. The trainers stressed the procedural justice and legitimacy principles would benefit police officers by increasing citizen cooperation, encouraging the public to comply with police instructions, and maximize officer safety. Module 5 began with a discussion on race and policing in historical context, both in Louisville and around the country. The module continued with discussion on implicit bias. The module finished by discussing the community bank account, where instances of procedural justice may be viewed as deposits in the bank account. Finally, module 6 provided examples of law enforcement exhibiting procedural justice and summarizing the course.

A total of 32 classes averaging 33 police personnel per course took the finalized course. In total, 1062 sworn personnel were trained. The officer training study here provides an evaluation of the short-term effectiveness of the procedural justice and legitimacy training.

METHOD AND SURVEY CONTENT

A survey was conducted as part of the training and included questions regarding officer's views of their relationship with their public. The questions focused on the core procedural justice concepts and aligned with the training goals of the course. The survey was completed by trainees before the class began and after the class was finished. At the conclusion of each class, the instructors collected all of the surveys, including the blanks. The surveys were securely stored and picked up by the researchers for data entry. The researchers recorded the police officers' responses. The surveys contained no identifying information linking the survey to the officers' responses.

The survey presented officers with statements to which they could respond using a four point response scale that ranged from "disagree strongly," "disagree," "agree," and "agree strongly." The scores ranged from 1 (disagree strongly) to 4 (agree strongly). These responses were aggregated and averages calculated. These averages were then compared to the four numerical values associated with the officers' level of agreement. The survey followed the work of Skogan and colleagues (2014) to measure officers' views of how they should treat members of the public, using question reflecting the four dimensions of procedural justice theory. An asterisk indicates the question was reverse coded for the purposes of analysis.

Participation

Participation involves giving citizens an opportunity to describe their situation and express their opinions about the problem, while officers are deciding what to do. Another common term for participation is voice. This concept was measured by four questions: (1) "Listening and talking to people is a good way to take charge of situations;" (2) "Officers need to show an honest interest in what people have to say, even

if it is not going to change anything;” (3) “Officer shouldn’t take time to listen to citizens complain about their problems”;* and (4) “Letting people talk back only encourages them to get angrier.”* The responses to the questions were summed and standardized to a scale ranging from 1 to 4, with 1 indicating officers strongly disagree with the concept of participation and 4 indicated officers strongly agree with the concept of participation.

Neutrality

Neutrality calls for consistency and even-handedness in decision making across persons and across time. Neutral decisions are reasoned, objective, factually driven and respect rules and legal principles. In training, officers were encouraged to make it clear to those they encountered that they were acting in this way. Neutrality was measured by response to four statements: (1) “It is important to give everyone a good reason why we are stopping them, even if there is no need,”; (2) “If people ask why we are treating them as we are, we should stop and explain;” (4) “When dealing with citizens’ concerns, officers need to explain what will happen next, when they are done at the scene;” and (4) “It is very important that officers appear neutral in their application of legal rules.” The responses to the questions were summed and standardized to a scale ranging from 1 to 4, with 1 indicating officers strongly disagree with the concept of neutrality and 4 indicated officers strongly agree with the concept of neutrality.

Respect

Respect encompasses treating citizens with dignity and respect, evidencing concern about respecting their rights, and politeness and other routine interactional signs of respect. Because they are police officers, it is also important that they evidence concerns about respecting people’s rights, Respect was measured by responses to four statements: (1) “People should be treated with respect regardless of their attitudes,” (2)

“Officers should at all times treat people they encounter with dignity and respect,” (3) “In certain areas of the county, it’s more useful for an officer to be aggressive than to be courteous,”* and (4) “It is important that we remind people they have rights and that we apparat to follow them”. The responses to the questions were summed and standardized to a scale ranging from 1 to 4, with 1 indicated officer strongly disagree with the concept of respect and 4 indicating officers strongly agree with the concept of respect.

Trust

Trust is evidenced when officers treat citizens in a manner that shows they (the police) can be trusted to do the right thing. Trust demonstrates that the police are acting on behalf of the best interests of the people they are dealing with. Trust was measured by response to four statements: (1) “Police have enough trust in the public for them to work together effectively;” (2) “Officers have reason to be distrustful of many citizens” (3) “Citizens will never trust the police enough to work together effectively”* and (4) “Officers should treat citizens as if they can be trusted to do the right thing.” The responses to the questions were summed and standardized to a scale ranging from 1 to 4, with 1 indicating officers strongly disagree with the concept of trust and 4 indicated officers strongly agree with the concept of trust.

Demographics

Finally the survey asked a series of demographic questions. The first question asked “What is your rank” and was responded could choose between patrol officer, detective, or supervisor. The supervisor category included the rank of Sergeant and above. The second question asked respondents “What is your race?” Responses were open-ended. Upon review of the responses, the categories were split into White and Minority. The third question asked “What is your gender?” and responses were male or

female. The fourth question was an open-ended response to “What is your age?” Responses were categorized into four groups: 20-29; 30-39; 40-49; and 50 or over. These categories ensured sufficient counts in each category. The final question asked “How many years’ experience do you have as a law enforcement officer?” Responses were categorized into five groups: 1-5; 6-10; 11-15; 16-20; and 21 or more. Each of these questions were asked to examine whether measures of procedural justice differed across diverse populations and law enforcement experience.

FINDINGS

Descriptive Statistics

The analysis of the findings come from a pre-and post-test design, the analysis focuses on simple before-after differences in officers’ views. A total of 983 officers responded to the survey for a 93 percent response rate (a total 79 officers did not participate). The demographic profile of the respondents can be found in Table 1. The majority of respondents were patrol officers (N=546; 61.9%), white (N=730; 84.3%); male (N=764; 86.4%); 30 to 39 years old (N=334; 34.0%); and with 1 to 5 years’ experience (N=217; 25.1%).

Rank	Count	Percent
Officer	546	61.9
Detective	187	21.2
Supervisor	149	16.9
Race		
White	730	84.3
Minority	136	13.8
Gender		
Male	764	86.4
Female	119	13.5
Age		
20-29	160	18.7
30-39	334	34.0
40-49	297	30.2
50 or over	64	6.5
Time Served		
1-5	217	25.1
6-10	203	2.5
11-15	168	19.5
16-20	188	21.8
21 or more	87	10.1

Pre-and Post-Test Analysis

Dependent t-tests were conducted to examine differences between pre-training and post-training scores on the measures of procedural justice. The analysis focused on class-based scores that compare the average score for each of the 32 sessions before

training and after training. The statistical findings are located in Table 2. The results indicate scores across the four procedural justice dimensions improved following the completion of training. Table 2 presents mean scale scores and their standard deviations for all four measures, for both pre- and post-test scores.

Table 2: Summary of Pre- and Post-Test Results				
	Mean	Standard Deviation	T-Statistic	Significance
Participation				
Pre-Test	2.94	.11	-3.49	.001
Post-Test	3.03	.11		
Respect				
Pre-Test	2.77	.12	-13.60	.00
Post-Test	3.03	.13		
Neutral				
Pre-Test	3.11	.13	-10.00	.00
Post-Test	3.33	.11		
Trust				
Pre-Test	2.54	.11	-10.58	.00
Post-Test	2.78	.10		

The effects of training can be seen in Figure 1. Figure 1 compares pre- and post-scores created by combining responses to the questions measuring each procedural justice concept. There was a significant shift toward support for citizen participation, neutrality, respect, and trust among officers who were surveyed. In effect, on average, the participants' opinions regarding participation, respect, neutrality and trust became more favorable. All of these differences are statistically significant.

Figure 1: Bar Graph of Pre- and Post-Training Procedural Justice Scores

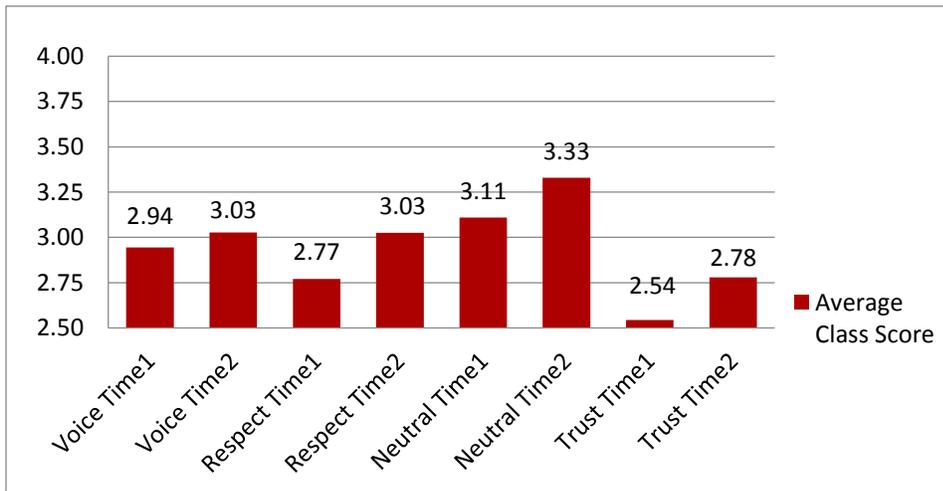


Figure 1 also reveals the average score for the groups across the four procedural justice dimensions. Participation ($\bar{x}=3.03$), respect ($\bar{x}=3.03$), and neutral ($\bar{x}=3.33$) had an average greater than three which means the class groups on average, agree with these procedural justice dimensions. The trust dimensions ($\bar{x}=2.78$) had an average greater than two which means the class groups on average, disagree with the trust dimension measures. Overall the findings reported in Table 1 and Figure 1 indicates procedural justice training had a statistically significant and positive impact on police personnel support for the four procedural justice dimensions.

Individual-Level Support of Procedural Justice Dimensions

Table 3 presents the findings of how LMPD personnel viewed the four procedural justice dimensions after receiving training. Officers were most supportive of neutral decision making. 812 personnel agreed or strongly agreed (88.1%) that officers should be consistent and even-handed in decision-making across persons and across time. The second highest support was for participation. 571 personnel agreed or strongly agreed (62.4%) with providing citizens an opportunity to describe their situation and express their opinion about a problem. Respect received the third largest amount of support. 552 personnel agreed or strongly agreed (59.85%) that officers should treat citizens with dignity and respect. Finally, trust received the lowest support with 372 personnel agreeing or strongly agreeing (40.8%) that officers treat citizens as if they can be trusted to do the right thing.

Table 3: Post-Training Individual Level Support		
Participation	Frequency	Percent
Strongly Disagree	1	0.1
Disagree	342	37.4
Agree	537	58.8
Strongly Agree	34	3.7
Respect		
Strongly Disagree	8	0.9
Disagree	363	39.3
Agree	515	55.8
Strongly Agree	37	4.0
Neutral		
Strongly Disagree	2	0.2
Disagree	108	11.7
Agree	646	70.1
Strongly Agree	166	18
Trust		
Strongly Disagree	21	2.3
Disagree	520	57.0
Agree	363	39.8
Strongly Agree	9	1.0

Demographic Characteristics by Procedural Justice Dimensions

The final analysis presents cross tabs examining the relationship between demographic characteristics and the procedural justice dimensions. Table 4 presents the findings of the relationship between Rank and the procedural justice dimensions. Rank was split into three categories officer, detective, and supervisor. The cross tab indicates 323 (61.8%) officers agreed or disagreed with the participation dimension compared to 111 (62%) detectives and 98 supervisors (67.1%). The findings indicate that officers, detectives, and supervisors agreed or strongly agreed with the importance of respect and neutrality. Finally, the trust dimension received the lowest support from officers, detectives, and supervisors with each showing disagreement or strong disagreement with this tenant. Across the four dimensions, as rank increases the four procedural justice dimensions increase.

Table 4: Rank by Procedural Justice Measures

	Officer	Detective	Supervisor
Voice			
Strongly Disagree	1 (.2%)	0 (0.0%)	0 (0%)
Disagree	199 (38%)	68 (38%)	48 (32.9%)
Agree	307 (58.7%)	101 (56.4%)	91 (62.3%)
Strongly Agree	16 (3.1%)	10 (5.6%)	7 (4.8%)
Respect			
Strongly Disagree	4 (0.8%)	1 (0.5%)	2 (1.4%)
Disagree	207 (39.5%)	76 (41.3%)	42 (28.8%)
Agree	294 (58.1%)	103 (56.0%)	91 (62.3%)
Strongly Agree	19 (3.6%)	4 (2.2%)	11 (7.5%)
Neutral			
Strongly Disagree	0 (0%)	1 (.6%)	0 (0%)
Disagree	57 (10.8%)	24 (13.3%)	15 (10.1%)
Agree	366 (69.1%)	129 (71.7%)	105 (70.9%)
Strongly Agree	107 (20.2%)	26 (14.4%)	28 (18.9%)
Trust			
Strongly Disagree	15 (2.9%)	1 (0.6%)	0 (0%)
Disagree	305 (58.7%)	99 (54.7%)	73 (50.7%)
Agree	197 (37.9%)	78 (43.1%)	68 (47.2%)
Strongly Agree	3 (0.6%)	3 (1.7%)	3 (2.1%)

Table 5 presents cross tabs examining the relationship between service time and the procedural justice dimensions. The service time measure was split into five categories: 1-5 years; 6-10 years; 11-15 years; 16-20 years; and 21 or more years. The cross tabs reveal that officers with 1-5 and 6-10 years' service time have lower scores across the four dimensions than those personnel with 11 or more years of service. Officers with 21 or more years of service have the overall highest support for participation (76.5%), respect (81.4%), neutral (97.6%), and trust (58.5%). The trust dimension was the lowest scoring category across the five service time categories. Table 5 indicates that as a whole, when officers gain experience their support of procedural justice dimensions increase.

Table 5: Service Time by Procedural Justice Measures

	1-5	6-10	11-15	16-20	21 or more
Participation					
Strongly Disagree	1 (0.5%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Disagree	82 (38.9%)	82 (42.1%)	61 (38.4%)	65 (36.1%)	20 (23.5%)
Agree	126 (59.7%)	109 (55.9%)	90 (56.6%)	103 (57.2%)	61 (71.8%)
Strongly Agree	2 (0.9%)	4 (2.1%)	8 (5.0%)	12 (6.7%)	4 (4.7%)
Respect					
Strongly Disagree	2 (0.9%)	1 (0.5%)	2 (1.2%)	2 (1.1%)	0 (0.0%)
Disagree	94 (44.5%)	91 (46.2%)	68 (42.5%)	52 (28.4%)	16 (18.6%)
Agree	110 (52.1%)	101 (51.3%)	84 (52.5%)	122 (66.7%)	59 (68.6%)
Strongly Agree	5 (2.4%)	4 (2.0%)	6 (3.8%)	7 (3.8%)	11 (12.8%)
Neutral					
Strongly Disagree	0 (0.0%)	0 (0.0%)	1 (0.6%)	0 (0.0%)	0 (0.0%)
Disagree	31 (14.7%)	27 (13.6%)	15 (9.2%)	22 (12.0%)	2 (2.4%)
Agree	146 (69.2%)	138 (69.3%)	123 (75.5%)	124 (67.8%)	56 (68.7%)
Strongly Agree	34 (16.1%)	34 (17.1%)	24 (14.7%)	37 (20.2%)	26 (31.0%)
Trust					
Strongly Disagree	9 (4.3%)	3 (1.5%)	4 (2.5%)	0 (0.0%)	0 (0.0%)
Disagree	138 (66.3%)	124 (63.3%)	87 (53.7%)	87 (48.3%)	34 (41.5%)
Agree	60 (28.8%)	69 (35.2%)	69 (42.6%)	90 (50.0%)	46 (56.1%)
Strongly Agree	1 (0.5%)	0 (0.0%)	2 (1.2%)	3 (1.7%)	2 (2.4%)

Table 6 presents the relationship between age and the four procedural justice dimensions. The age measure was split into four categories: 20-29 years old; 30-39 years old; 40-49 years old; and 50 or older. The findings indicate the youngest age category had the lowest scores for agree and strongly agree across the four procedural justice dimensions: participation (59.1%); respect (50%); neutral (83.1%); and trust (28.5%). In contrast officers who are 50 years old or older had the highest support for the four procedural justice dimensions: participation (80.3%); respect (77.7%); neutral (98.4%); and trust (59%). Similar to the relationship between service time and procedural justice, as age increases support of the procedural justice dimensions increase.

Table 6: Age by Procedural Justice Measures

	20-29	30-39	40-49	50 or older
Participation				
Strongly Disagree	1 (0.6%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Disagree	62 (40.3%)	118 (36.2%)	110 (39.0%)	12 (19.7%)
Agree	89 (57.8%)	200 (61.3%)	157 (55.7%)	44 (72.1%)
Strongly Agree	2 (1.3%)	8 (2.5%)	15 (5.3%)	5 (8.2%)
Respect				
Strongly Disagree	2 (1.3%)	2 (0.6%)	0 (0.0%)	2 (3.2%)
Disagree	74 (48.7%)	131 (39.9%)	97 (33.8%)	12 (19.0%)
Agree	71 (46.7%)	187 (57.0%)	175 (61.0%)	44 (69.8%)
Strongly Agree	5 (3.3%)	8 (2.4%)	15 (5.2%)	5 (7.9%)
Neutral				
Strongly Disagree	1 (0.6%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Disagree	25 (16.2%)	34 (10.4%)	32 (11.1%)	1 (1.6%)
Agree	105 (68.2%)	241 (73.5%)	194 (67.1%)	45 (72.6%)
Strongly Agree	23 (14.9%)	53 (16.2%)	63 (21.8%)	16 (25.8%)
Trust				
Strongly Disagree	10 (6.6%)	5 (1.5%)	1 (0.4%)	0 (0.0%)
Disagree	98 (64.9%)	199 (60.7%)	143 (50.7%)	25 (41.0%)
Agree	42 (27.8%)	122 (37.2%)	133 (47.2%)	36 (59.0%)
Strongly Agree	1 (0.7%)	2 (0.6%)	5 (1.8%)	0 (0.0%)

Table 7 examines the relationship between race and the procedural justice measures. The race categories were split into White and Minority. There were few discernable differences between race and the four procedural justice dimensions. The majority of white and minority officers agreed or strongly agreed with allowing citizens to participate, showing respect, and remaining neutral. In regards to trust, the majority of white and minority officers disagreed or strongly disagreed they can trust the public.

Table 7: Race by Procedural Justice Measures

	White	Minority
Participation		
Strongly Disagree	1 (0.1%)	0 (0.0%)
Disagree	256 (36.4%)	52 (40%)
Agree	419 (59.6%)	72 (55.4%)
Strongly Agree	27 (3.8%)	6 (4.6%)
Respect		
Strongly Disagree	7 (1.0%)	0 (0.0%)
Disagree	273 (38.6%)	42 (31.8%)
Agree	402 (56.8%)	82 (62.1%)
Strongly Agree	26 (3.7%)	8 (6.1%)
Neutral		
Strongly Disagree	1 (0.1%)	0 (0.0%)
Disagree	80 (11.3%)	14 (10.5%)
Agree	503 (70.9%)	86 (64.7%)
Strongly Agree	125 (17.6%)	33 (24.8%)
Trust		
Strongly Disagree	15 (2.1%)	1 (0.8%)
Disagree	394 (56.0%)	74 (57.4%)
Agree	287 (40.8%)	53 (41.1%)
Strongly Agree	7 (1.0%)	1 (0.8%)

Finally, table 8 examines the relationship between gender and the procedural justice measures. Gender was categorized as male or female. Females had the higher percent agreement or strong agreement with each of the four procedural justice dimensions compared to males. The finding would suggest females have greater levels of attitudinal support for procedural justice. However the majority of female officers disagreed or strongly disagreed with trusting the public.

Table 8: Gender by Procedural Justice Measures

	Male	Female
Participation		
Strongly Disagree	1 (0.1%)	0 (0.0%)
Disagree	290 (39.1%)	25 (23.1%)
Agree	425 (57.4%)	76 (70.4%)
Strongly Agree	25 (3.4%)	7 (6.5%)
Respect		
Strongly Disagree	7 (0.9%)	0 (0.0%)
Disagree	293 (39.3%)	31 (28.4%)
Agree	419 (56.2%)	70 (64.2%)
Strongly Agree	27 (3.6%)	8 (7.3%)
Neutral		
Strongly Disagree	1 (0.1%)	0 (0.0%)
Disagree	98 (13.1%)	1 (0.9%)
Agree	517 (69.2%)	81 (73.0%)
Strongly Agree	131 (17.5%)	29 (26.1%)
Trust		
Strongly Disagree	13 (1.8%)	3 (2.8%)
Disagree	420 (56.8%)	58 (53.2%)
Agree	303 (41.0%)	43 (39.4%)
Strongly Agree	3 (0.4%)	5 (4.6%)

CONCLUSION

The study reported here found support for the procedural justice training conducted by the Louisville Metro Police Department Training Division. The results indicate in the short-term, training increased officer support for all four procedural justice dimensions. This means following training LMPD sworn personnel showed greater agreement that citizens should be given an opportunity to describe their situation and express their opinions about a problem (participation); officers should be consistent and even-handed in decision-making; officers should treat citizens with dignity and respect; and officers can trust citizens to do the right thing. While the increase in support was positive, the findings indicate there is room for improvement in all four procedural justice dimensions.

The results indicated each class, on average, agreed with the importance of participation, respect, and neutrality; however, each class, on average, disagreed with the ability to trust the public. This indicates the majority of LMPD sworn personnel did not agree they could trust the public to do the right thing. The lack of trust towards the community was also found when examining individual level responses, where only 40.8 percent of responding personnel believed they could trust the public to the right thing.

Trust is a difficult concept to both measure and instill. The evaluation measures tended to focus on the perception of police officer's trust toward the community while the procedural justice model emphasizes trust of the police by the community. These measures have been utilized by other scholars (Skogan et al., 2014) in the past. Moreover, the posture of evaluation requires an understanding of the impact of training on officers in attendance, not the community. A full implementation of procedural justice in the field requires the police to engender the trust of the community and its citizens. Trust is a "two way street", requiring the police to trust or manifest trust in community. Such trust, if presented by officers, may well be reciprocally manifested by citizens toward the police and their motives. The responses to the measures used indicate a deficient in police trust of the community. This indication provides the department with the opportunity to bolster future procedural justice training and enhance the implementation of the model in our community.

The report also examined the relationship between demographic characteristics and the procedural justice dimensions. The cross tab analysis revealed that increases in rank, service time, and age lead to an increase in support for the four procedural justice dimensions. The cross tabs also revealed females had greater support for procedural justice than males. While there was no difference between White and Minority officers

across the procedural justice dimensions. It should be noted each demographic category (i.e. age, race, gender, service time, and rank) showed support for participation, respect, and neutrality. However, the findings indicate only officers with 16 years of service or more, the rank of supervisor, and officers 50 years or older showed support for the ability to trust the public. The cross tab analysis provides direct information in the gaps in the department and where future training should be focused.

In total, the findings indicate short-term training had a positive impact on support for procedural justice. Despite this success there remain areas for improvement. As mentioned previously, the trust dimensions received the least amount of support. This finding was consistent in the group-based analysis, individual-level support, and across the demographics. Furthermore, there is still area for improvement in participation, respect, and neutrality. The results indicate this is especially relevant for younger and less-experienced officers.

The President's 21st Century Task Force final report identified procedural justice and legitimacy as important elements for the future of policing in the United States. Before the report was release, the Louisville Metro Police Department identified the import of these issues and took the initiative to train their personnel on the importance of procedural justice and legitimacy in policing. When the interim report was released on March 2, 2015, LMPD already held four training Honing Interpersonal Necessary Tactic (HINT) sessions. Commendably, the Department's training division innovatively sought and supported an outside third party evaluation of the training program to assess its impact. The evaluation of the course material and its impact indicates the HINT training was grounded in research and best practices as the course complied with many of the recommendations put forth by the Task Force report. The course emphasized the need for

procedural justice to guide officer interactions with the citizens they serve (Task Force Recommendation 1.1.). The course also acknowledges law enforcement's role in past and present injustice and how this injustice harms community trust (Task Force Recommendation 1.2). In Module 6, the HINT training emphasized the need to have positive non-enforcement interactions with the community (Task Force Recommendation 1.5). The inclusion of this material places the training in-line with the Task Force report; however, there are additional recommendations not addressed in the training and are discussed in turn.

RECOMMENDATIONS

1. Additional training on procedural justice and legitimacy is recommended to enhance support across the procedural justice dimensions. In particular, training should emphasize the importance of trust and work towards building bridges with the community.
2. Louisville Metro Police Department should engage community members in the training process (Task Force Recommendation 5.2). The inclusion of community members could occur at the development phase of training and/or when training occurs. Allowing personnel to discuss the procedural justice dimensions with community leaders and members could enhance the real-world importance of legitimacy and procedural justice.
3. Louisville Metro Police Department should develop training to reinforce and promote legitimacy internally by applying principles of procedural justice to the organization (Task Force Recommendation 1.4). Research shows organizational culture impacts officers' interactions with citizens. Furthermore, research indicates training will be more effective where policies

- and practices of the organization support and reward dealing with the public in procedurally just manners (Skogan et al., 2014).
4. Training should emphasize the need to consider procedural justice and legitimacy when implementing crime fighting strategies. In particular, aggressive crime fighting strategies should be understood to have inherent risks with regard to departmental legitimacy. The decision to deploy such tactics should consider the potential to damage to public trust and harm the legitimacy of the department. Moreover, training should convey that the nature of implementation of any initiative is critical to fostering the legitimacy of the Department.
 5. LMPD should track the level of procedural justice in their community by distributing annual surveys asking questions regarding community perceptions of LMPD's neutrality, respectfulness, trust, and participation (Task Force Recommendation 1.7).
 6. The results indicate that "youngest age category of officers had the lowest scores for agree and strongly agree across the four procedural justice dimensions". This finding has potential implications for both past and future training. Younger officers logically have more time and opportunity to interact with the public and foster the legitimacy of LMPD. The Department may wish to examine its basic academy curricula to identify where the ideas of procedural justice may be integrated. Imprinting cadets with an understanding of the theory and import of police legitimacy may generate both appreciate for and practice of procedural justice "on the job". Moreover,

- such a posture may reduce or alleviate the burden of the Department to train on legitimacy and procedural justice in a post academy setting.
7. In addition, to annual examinations of community perceptions of procedural justice, it is recommended the department survey sworn personnel on their perceptions of procedural justice. Furthermore, future training involving concepts of procedural justice and legitimacy should be evaluated to determine the short-term and long-term impact of training on procedural justice.

REFERENCES

- Gilmartin, K.M. (2002). *Emotional survival for law enforcement: A guide for officer and their families*. Tucson, AZ: E-S Press, INC.
- Hinds, L., & Murphy, K. (2007). Public satisfaction with police: Using procedural justice to improve police legitimacy. *Australian and New Zealand Journal of Criminology*, 40, 27-42.
- Jackson, J., Bradford, B., Hough, M., Myhill, A., Quinton, P., & Tyler, T.R. (2012). Why do people comply with the law? Legitimacy and the influence of legal institutions. *British Journal of Criminology*, 6, 1051-1071.
- Mazerolle, L., Bennett, S., Davis, J., Sargeant, E., & Manning, M. (2013). Procedural justice and police legitimacy; A systematic review of the research evidence. *Journal of Experimental Criminology*, 9, 245-274.
- President's Task Force on 21st Century Policing. (2015). *Final report of the President's task force on 21st Century Policing*. Washington, DC: Officer of Community Oriented Policing Services.
- Skogan, W.G., Van Craen, M., & Hennessy, C. (2014). Training police for procedural justice. *Journal of Experimental Criminology*.
- Tyler, T. (2001). Public trust and confidence in legal authorities: What do majority and minority group members want from legal authorities? *Behavioral Sciences and the Law*, 19, 215-235.

Tyler, T. (2004). Enhancing police legitimacy. *The ANNALS of the American Academy of Political and Social Science*, 593(1), 84-99.

Wheller, L., Quinton, P., Fildes, A., & Mills, A. (2013). *The greater Manchester police procedural justice training experiment: Technical report*. London: The College of Policing.

APPENDIX A: THE SOUTHERN POLICE INSTITUTE

(University of Louisville)

The **Southern Police Institute** is an integral part of the Department of Justice Administration in the College of Arts and Sciences of the University of Louisville. The Department of Justice Administration, located within the College of Arts and Sciences at the University of Louisville, is recognized as a nationally prominent department providing quality undergraduate, graduate and professional education programs. The department has a strong commitment to the practice of justice administration through the activities of nationally-recognized faculty and professional staff who engage in teaching, research, and practice. The Southern Police Institute (SPI) and the National Crime Prevention Institute (NCPI) operate under the



umbrella of the Department of Justice Administration in McCandless Hall on the main campus of the University of Louisville. Both of these institutes offer on-campus and on-site law enforcement and public safety training to law enforcement professionals throughout the United States and internationally.

Since the creation of the Southern Police Institute (SPI) in 1951, it has served as an advanced education and training institute whose mission is to enhance the professional development of law enforcement practitioners. SPI provides more than 48 weeks of police education and training annually. SPI's mission is accomplished by providing educational and career development programs that are designed to challenge and to prepare law enforcement practitioners for the demands of today and tomorrow. SPI is consistently ranked among the top law enforcement educational and training schools in the nation. The present faculty and staff dedicate themselves to this mission and continue to maintain the standards of excellence established by our founders. They are uniquely qualified as researchers, consultants, teachers, and former law enforcement practitioners to guide and to direct the educational needs of today's law enforcement professionals. The institute has an extensive network of agency contacts generally, as well as those formalized through various education and technical assistance partnerships through the SPI Alumni Association.

All of SPI's programs prepare leaders of today for the challenges of tomorrow by exposing participants to current trends in law enforcement leadership, and providing tools necessary to improve technical skills, diagnostic problem solving, communication skills, as well as knowledge of current administrative law and investigative practices. SPI's comprehensive educational environment and world-recognized methods of instruction encourage a commitment to learning, self-improvement and peer networking long after courses are completed.

In addition to training, SPI offers technical assistance in various forms to agencies and communities throughout the U.S. Examples of expertise offered include:

- Human Resources' technical assistance (personnel processes, federal personnel law compliance, recruitment programs, management assessments, organizational audits, promotional processes, and executive searches)
- Management and supervision technical assistance (managerial audits of law enforcement agencies; merger studies; assistance in program development in human resources for CALEA compliance; and the development of rules, regulations, policies, and procedures; managerial audits often lead to additional follow-up work with local governmental officials for the enhancement of community-driven policing programs)
- Training program development and presentation (management and/or skills courses can be adapted for presentation on-site at hosting agencies, or to groups of trainees in any locality; individual topics taught in either the Administrative Officers Course (AOC) or the Command Officers Development Course (CODC) are adaptable for local presentation)
- Other technical assistance (agency/community assessments; design of promotional processes; executive searches; conducting and designing focus groups; and other program design as requested)