Recommendations to Support Diversification in Law Enforcement
Police Transparency and Accountability Task Force

Current status of diversity in policing
Nationally, law enforcement agencies demonstrate limited diversity. National data on law enforcement personnel[1,2] show that law enforcement officers in the United States are:

- 65.7% White
- 10.4% Black
- 19.8% Hispanic
- 2.9% Asian
- 1.0% Native American

These percentages have not changed significantly in the last two decades. In Connecticut, agencies are[3]:

	All agencies	Large agencies[4]
White	84.1%	71.7%
Black	5.8%	11.9%
Hispanic	6.3%	15.5%
Asian	0.6%	0.6%
Native American	0.1%	0.04%

Why is diversity in policing important?
While it is easy to see through popular media that the public outcry after Ferguson and George Floyd includes calls for increased diversity in policing, public sentiment is not the only driving rationale supporting increasing diversity in policing.

What is diversity in policing?
Diversity[5] in policing is generally discussed along two dimensions. The first is racial diversity, and the second is gender diversity. While racial diversity has recently received substantial attention, gender diversity is also an important consideration. Underlying racial and gender diversity is the idea of ideological diversity.

Racial diversification
Racial diversification in policing carries several substantial benefits. While limited evidence has supported differences in outcomes between White and Black officers, a recent study[6] that now reflects the best available evidence on the subject shows that:

- Black and Hispanic officers use less force than White officers.
- Black and Hispanic officers make fewer stops and fewer arrests than white officers. This reflects a greater reliance on community interaction and problem solving.

In addition to these advantages, racial diversity also relates to representative bureaucracy, the idea that government should reflect the characteristics of the governed.

Gender diversification
Gender diversification in policing carries similar benefits. Studies have shown that female officers:

- Use comparably less force than male officers[7]
- Use less coercion[8]
- Receive fewer complaints and engage in less misconduct[9]

In addition to these benefits, female officers are better at communication and de-escalation and enhance perceptions of procedural justice[10].

Ideological diversity
Together the benefits of racial and gender diversification support improved police/community relationships and police legitimacy. As well, a diversification supports ideological diversity or the inclusion of many points of view. Police agencies generally do not foster diversity in thinking due to strict command structure, adherence to authority, an institutional culture. Diversity supports different perspectives when framing problems and proposing

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[1] Reaves, 2019
[2] Federal statistics report racial categories for sworn personnel only; however diversity among civilian staff may also be of concern.
[3] Law Enforcement Management and Administrative Statistics 2013
[4] Reporting agencies that serve a population more than 100,000: Bridgeport, Hartford, Middletown, New Haven, Stamford, Waterbury

[5] While diversity is a larger concept incorporating principles of inclusivity for other marginalized groups, studies of diversity in the policing context are generally limited to the categories traditionally measured within police organizations.
[6] Knox et al., 2021
[7] Knox et al., 2021; Schuck et al., 2005
[8] Paoline et al., 2004
[9] Corsianos, 2011
[10] Novich et al., 2018

solutions, two benefits that might help police agencies transform.

Recommendations in response to CT Gen Stat Sec 7-291b (2015): "Not later than January 1, 2016, each law enforcement unit, as defined in section 7-294a, shall develop and implement guidelines for the recruitment, retention and promotion of minority police officers, as defined in section 7-294a. Such guidelines shall promote achieving the goal of racial, gender and ethnic diversity within the law enforcement unit."

Recommendation 1: Stipulate diversification and community involvement goals within each agency in Connecticut's written directives which are reviewed for accreditation by Commission on Accreditation for Law Enforcement Agencies (CALEA) for agencies or another accrediting body
CALEA accreditation is a voluntary opportunity for law enforcement agencies to demonstrate compliance with an established set of professional standards including the use of written directives that define authority, performance, and responsibility alongside the use of analysis and reporting to inform management decisions. The program emphasizes annual reviews and assessments conducted by subject matter experts. While CALEA does not include diversification as a standard, accrediting bodies' review of organizations' directives provides a way to link diversification and community engagement to the accreditation process.

Rationale
The professional standards reflected through CALEA accreditation are particularly well-aligned to the goal of diversifying agencies. Written directives that assign responsibility and define performance targets related to specific diversification efforts are consistent with CT Gen Stat Sec 7-291b. Moreover, directives that specify inclusive processes such as community involvement through onsite assessments or community forums can support diversification efforts within agencies. Establishing both types of directives via an accrediting body emphasizes commitment to the underlying goal of diversification. Consistent with CALEA's model, these directives would require implementation of performance measures and regular reporting within

each organization. Moreover, diversification directives would be subject to external review providing meaningful feedback to organizations about their progress toward diversification goals.

Recommendation 2: State-level dissemination of promising practices in recruiting and hiring, promotion, training, and promotion that effectively support diversification
It is recommended that the state engage an authorized agent or agency to maintain and disseminate information on promising practices in recruiting and hiring, promotion.

Rationale
There is currently no source for information for agencies trying to adopt better practices in recruiting and hiring, promotion, and training that provides consistent, reliable, and up to date information on best practices. Moreover, given regional differences it is unclear whether strategies that have demonstrated initial success in other locations would be feasible or effective in Connecticut. State level dissemination on promising practices would develop a repository of information as a resource for departments within the state and serve as a mechanism to publicize local knowledge about what works (see Recommendation 3).

The following strategies are recommended as part of the initial effort:

Recruiting
- *Diversify the types of outreach activities conducted related to recruiting. Expand beyond job fair, military, cultural event, and university recruiting*[11]. Depending on when and where events are held, these events can lead to less diversity in the candidate pool. While cultural events seem like a good way to access diverse populations, some evidence suggests that they are ineffective at generating applications.
- *Openly address concerns about sexism in law enforcement when recruiting women*[12]. Evidence suggests that women that have experience in the workforce are more likely to be aware of the impact of sexism in organizations, and concerns about these issues in law enforcement may limit

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[11] Kringen, Uchida, Hock, & Land, forthcoming; Taylor, Kubu, Fridell, Rees, Jordan, & Chaney, 2006.

[12] Kringen, 2018

interest. Transparency and willingness or organizations to openly discuss these issues suggest an organizational culture capable of supporting women.

- *Openly address concerns about ability when recruiting college-age women*[11]. Evidence suggests that younger women are more likely to be concerned about their ability to work in policing. Emphasizing that women can work in the career is an important message.
- *Emphasize the challenge aspects of law enforcement careers to attract more female and racial/ethnic minority candidates*[13]. Evidence suggests that service messages are ineffective at increasing applicant pools. Challenge messages increase the number of applicants and increases the relative number of applications from diverse groups.
- *Emphasize job security in law enforcement careers to attract more female and racial/ethnic minority candidates*[12]. Similar to the previous recommendation, emphasis on job security can increase the relative number of applications from diverse groups.

Hiring
- *Reduce processing times for applicants to limit loss through attrition*[14]. Evidence suggests that hiring applicants more quickly limits the number of applicants lost in the process. Importantly, this has been demonstrated to be more important among female and minority applicants.
- *Simplify hiring process instructions/processes to limit confusion among applicants*[13]. Evidence suggests that complex hiring processes create confusion increasing attrition.
- *Incorporate supportive messaging (nudging – e.g., statements like "most applicants complete this process within a week")*[13,15].

Evidence suggests that loss due to attrition, particularly among diverse applicants, is reduced through nudging.

- *Analyze qualification criteria to determine which aspects disproportionately impact female and racial/ethnic minority candidates*[16]. Hiring processes and pre-employment qualification issues can serve as barriers that disproportionately impact diverse applicants limiting diversity in the hiring process.
- *Set standards for evaluating disproportionate impact at equal passing rates rather than at the 80% EEOC compliance threshold*[17]. While agencies largely understand EEOC compliance, less attention is paid to the fact that 80% passing rates for diverse applicants necessarily fails to diversify.

Training
- *Adopt or expand adult or active learning principles in academy training*[18]*.* Shifting training models supports best practices in adult learning and alters training academy dynamics which my contribute to attrition.
- *Reduce emphasis on paramilitary approaches to training*[19]. The paramilitary training model is related to the concept of a "hidden academy" where organizational values are learned. These experiences can lead to attrition, particularly among diverse cadets.
- *Increase support networks for cadets through mentoring programs*[20]. Evidence suggests that mentoring programs for female and minority cadets can increase retention rates by helping these cadets navigate the challenges of the environment.
- *Monitor developments in training academies in other jurisdictions that are advancing these issues through novel*

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[13] Linos, 2018
[14] Linos, 2019
[15] See PTATF Recruiting and Hiring handout
[16] Kringen & Kringen, 2014; Kringen et al., forthcoming
[17] An 80% relative passing rate for a group that composes less than 50% of applicants implies that the majority group passes a higher proportion of individuals. Ergo, more individuals from the

majority group enter the training academy than from the minority group.
[18] Oregon Department of Public Safety Standards and Training, 2019
[19] Oregon Department of Public Safety Standards and Training, 2019; Prokos & Pavadic, 2002
[20] National Institute of Justice, 2019

training protocols[21]. Several other jurisdictions are grappling with these same issues, and many novel attempts at addressing the problems are underway. Some jurisdictions within the region are likely candidates for monitoring.

- *Compare implementation of similar curriculum across other jurisdictions to determine best approach to content delivery and format*[22]. Shifts in training protocols (e.g., moving to an active learning model) may be insufficient without changes to the underlying curriculum. These changes may require changes to CT-POST policy.

Promotion

- *Regularly evaluate promotional tests for disparity.* Organizational diversification requires increasing diversity at the executive and managerial levels as well as among staff overall.
- *Consider involving outside participants like civilian review boards in the promotional process.* Increasing diversity in the promotional process may support increased diversity in the promotions that result. Implementing changes like this are complex and may involve issues like union contracts which may specify promotional rules.

Recommendation 3: Establish a unit within POST compliance that focuses on diversify, equity, and inclusion programs

It is recommended that the state establish a specialized unit with POST's compliance unit to address diversity, equity, and inclusion and to implement a statewide law enforcement DEI program to manage progress toward diversification and assist departments where progress is limited. This program should engage in data collection and study to determine which evidence-based strategies utilized within the state demonstrate effectiveness related to hiring, training, promotion, and issues like early career attrition and limited interest in promotion among female and minority officers that impact diversity. In addition, the program should work with the agencies to develop specific plans of action using best practices to support the diversity directives established through the accreditation process. Finally, the program should assume the

responsibility of addressing other more complex diversity issues such as the impact of disabilities on employment within law enforcement agencies. In addition to implementing this DEI unit within POST's compliance unit, the state should likewise add additional personnel to the compliance unit to enhance its overall role in managing accreditation more generally.

Rationale

While requiring organizations to establish diversification directives through the accreditation process creates a framework for diversification and state-wide dissemination of evidence-based practices related to law enforcement diversification provides some guidance, individual agencies will require assistance in developing plans to address diversity directives and achieve diversification goals. Currently, there is no state-level organization tasked with providing planning and support to law enforcement agencies to address these issues. Moreover, additional emphasis must be placed on understanding the impact of best practices in Connecticut.

Funding a Diversity, Equity, and Inclusion program and personnel through POST, would provide a way to manage progress and to assist agencies by providing best practices and planning. This program would establish a program that can be responsible for these tasks. Diversification planning must include considerations about levels of diversity overall which can be addressed through marketing, recruiting, and hiring as well as levels of diversity in different ranks within departments which can be addressed through promotional processes. Both issues include legal complexities including employment law considerations, navigation of union issues, and issues limiting community participation in these processes. These concerns further illustrate the need for state-level guidance in diversification strategy development.

Finally, a state-level program would be in a stronger position to develop and implement a statewide data system to track all applicants and disqualifications, all cadets and separations, and all officers and promotion and attrition at all agencies within Connecticut. These data would provide the

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[21] National Institute of Justice, 2019

[22] UK Policing Gender Equality Summit, 2019

opportunity to determine the impact of state and agency-level changes in recruiting, hiring, training, promotion, and retention of law enforcement officers. This would further enhance the value of the planning program as well as substantially individual agencies' understanding of the impact at various attempts to diversify.

Recommendation 4: Explore diversity among civilian staff working within police departments
The vast majority of discussion about diversity in policing focuses on sworn personnel, and little attention has been directed toward the racial and gender composition of the civilian workforce within law enforcement organizations. Over the past several decades civilian workers have assumed many roles in police departments supporting efficiency and economy[23]. Over this same time period the number of full-time civilian positions in police departments has outgrown the number of new sworn positions[24].

Civilian employees in law enforcement agencies work in a variety of tasks ranging from administrative, clerical, or technology work to positions that work in the field directly supporting officers[25]. Given that civilianization is consistent with the tenets of community policing, civilians also often work in key roles related to community interaction, social work and mental health function, officer counseling, and victim services[26]. In these roles, civilian law enforcement employees have a direct impact on organizational attitudes and the way the public experiences policing.

Given this level of impact, increasing civilian presence within police departments provides another way to support diversity within law enforcement overall. Moreover, the specialized backgrounds required for many civilian positions in law enforcement agencies suggests that increasing civilian presence in police departments substantially enhances ideological diversification by nesting a variety of substantially different viewpoints within departments themselves.

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[23] President's Commission on Law Enforcement and Administration of Justice, 1967
[24] Reaves, 2010
[25] Heininger & Urbanek, 1983
[26] Ellison, 2004