

# Community Policing with Teens: Training, Teamwork and Tolerance

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# Outline

- I. Rationale
- II. History of the Development of Training in Adolescent Behavior & Stop Watch Model
- III. Training
- IV. Stop Watch
- V. Results
- VI. Critical Factors for Replication

# Rationale



# Structural Changes in America's Landscape for Children

- School Age Population in the U.S.:
  - 52,000,000
- Youth Poverty Increasing
  - Up from 17% in 2000 to 19% in 2004
  - @ 8,840,000 in '00 to @ 9,880,000 in '04
- Poverty of Children Under Age 5:

|               |               |
|---------------|---------------|
| <u>2000</u>   | <u>2004</u>   |
| 19% 3,639,000 | 21% 4,132,000 |

# America's Landscape for Children

## Poverty by Race

|                 | <u>2000</u> | <u>2004</u> |
|-----------------|-------------|-------------|
| White           | 10%         | 11%         |
| Black/AA        | 34%         | 36%         |
| American Indian | 31%         | 31%         |
| Asian           | 15%         | 14%         |
| Latino          | 29%         | 29%         |

# America's Landscape for Children

- Increase in numbers of immigrant families
  - These families rarely avail themselves of services but often have extreme needs
- State Budgets in Red since 2001;
  - Reduction of services to weakest constituents
  - Failure to restore in flusher times since 2001
- Federal Cuts: daycare, juvenile justice, after school programming, etc.

## **How this landscape looks to American children:**

- Fewer supports
- Greater stressors on families, parents, youth
  - Instability and insecurity
- Fewer adults in their life
- Criminalization of youth & space
  - At the mall, parking lots, and public spaces
- The adults they DO see: police, teachers, state actors
- Fighting for respect to fight sense of marginalization

# Police Contact Statistics

2002

| Population Characteristic | Contact with Police |
|---------------------------|---------------------|
| Male                      | 23,884,649          |
| Female                    | 21,394,234          |
| 16 to 17                  | 1,720,202           |
| 18 to 19                  | 2,594,029           |
| 20 to 24                  | 6,074,822           |

**Individuals Who Report Experiencing  
Forcible Treatment by the Police,  
Aged 16 To 19**

|      |       |
|------|-------|
| 1999 | 30.6% |
| 2002 | 22.9% |

# Face-to-Face Contact

| Age Groups | 1999 Rates of Contact/<br>1000 Persons | 2002 Rates of Contact/<br>1000 Persons |
|------------|--|--|
| 16-17      | 229                                    | 208                                    |
| 18-19      | 343                                    | 324                                    |
| 20-24      | 313                                    | 313                                    |

# Police Use of Force

Most states do not require nor do they provide police officers training in adolescent development and non-physical de-escalation techniques to use with youth, or any other kind of concerted focus on youth issues.



# Community Policing

A 2001 U.S. Department of Justice Report indicates that from 1997 to 1999, departments employing personnel designated as community police rose from 34% to 64%.



# Disproportionate Minority Contact & Confinement

Massachusetts:

|        | Pop. | Arrest | Argmnt. | DYS |
|--------|------|--------|---------|-----|
| • 1993 | 17%  | 29%    | 57%     | 65% |
| • 2002 | 23%  | 25%    | NA      | 65% |

# DMC Rates in the U.S.

## National DMC Rates:

-Not available, not all states collect it

## Sampling of States' DMC Rates:

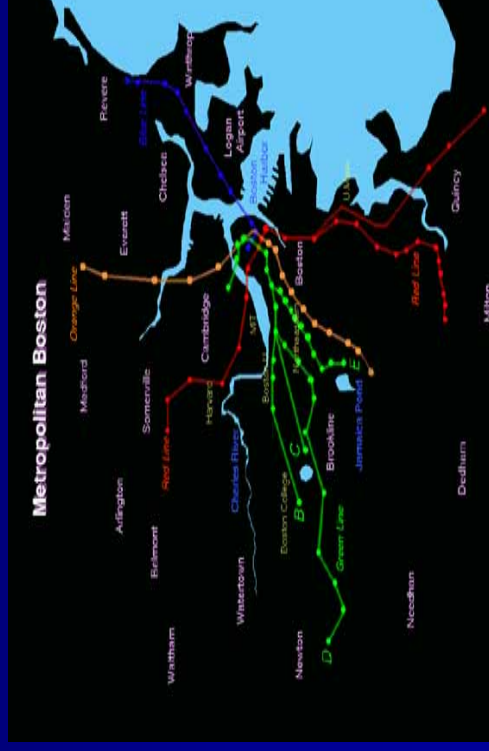
| <u>States</u> | <u>% population</u> | <u>% DMC</u> |
|---------------|---------------------|--------------|
| California    | 8.2%                | 25%          |
| Pennsylvania  | 20.0%               | 62%          |
| Texas         | 13.0%               | 26%          |

# History of the Development of MBTA Adolescent Behavior Training & Stop Watch Program



# MBTA Transit Police

- Covers 175 cities and towns, including 117 stations
- Jurisdiction and legal powers same as state police in municipalities and highways
- Specialized response units



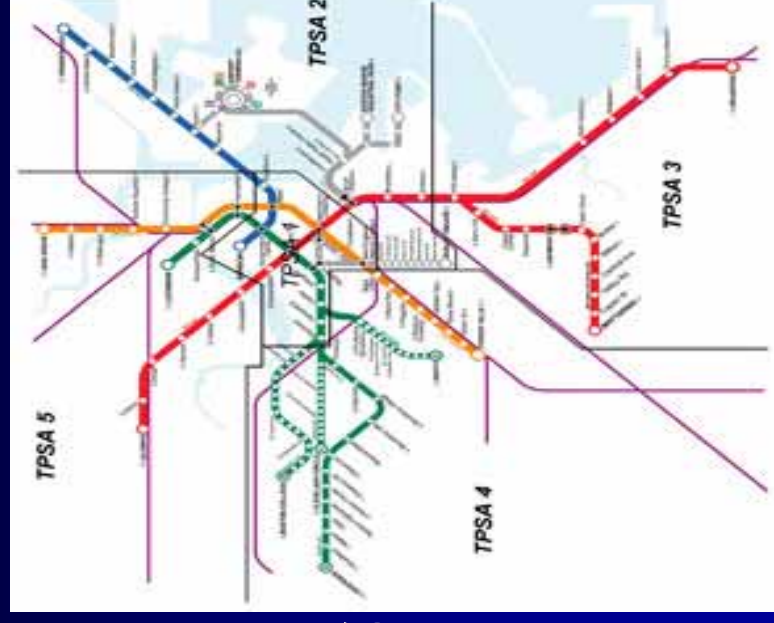
# MBTA Transit Police Workforce

- 230 officers
- 55 officers of color (24%)
- 24/7 full service operation



# MBTA Stations

- Located near schools,
- Stations were built for hundreds of people, not thousands,
- Geographically bound by 5 autonomous Transit Police Service Areas (TPSA).



# Youth & MBTA Transit Police

- Boston Public Schools contract with MBTA to transport 35,000 youth daily
  - Actual usage by teens probably is closer to 45,000
  - Stations in housing projects
  - Greatest usage by youth occurs between 1:30 and 3:00 pm



# Boston's Youth Demographics

- “Majority minority” city,
- 78% youth in public school receive free lunch,
  - About 70% youth of color are not testing “proficient”
  - 86% youth of color in the public school system,
- Majority of youth is Black, Latino and Asian.



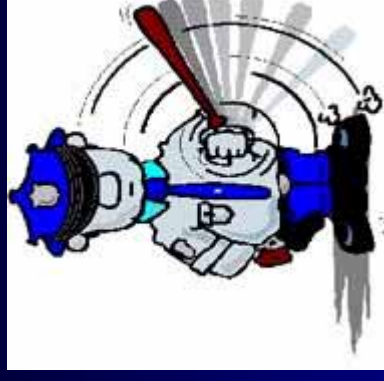
# **Boston Political Environment**

- Little advocacy for teens,
- Political power of minorities limited,
- Strong police culture and patrolman's unions with arbitration results that undermine systemic reform,
- Cultural resistance to challenging power or acknowledging race issues.

# MBTA Transit Police Pre-2003: Police Practices Seen From the Inside

## Rank & File Perspective:

- Low accountability for conduct
- Hostile demeanor to all
- Morale is each man for himself
- Sexism
- Few officers of color
- Destructive negativity was prevailing attitude
- Us vs. Them



# MBTA Transit Police Pre-2003

## Leadership Perspective:

- Strong informal leadership,
- Competition to make largest number of arrests encouraged,
- Support of “siege mentality” after siege of early 1990’s was over,
- Community policing not supported.



# MBTA Transit Police Pre-2003

## Agency Trends

- Inadequate or no oversight,
- No clear mission, no training, no educational incentives,
- No commitment to partnerships, unwillingness to answer to community,
- Refusal to condemn officers' abusive conduct,
- Poor reputation in community and with other police.

# MBTA Transit Police Pre-2003

- Zero Tolerance Policy For Youth
- Limited officer discretion
- Directives to clear stations of youth through arrests
- Anti Crime Unit & Support for Arrests
- No outside advocacy/watch dog groups challenging practices



## **MBTA Transit Police Pre-2003: As Seen by the Community**

- Defenders notice “easy target” youth are arrested for apparently no reason,
- Excessive use of force/entrapments by ACU,
- Boiler plate complaints submitted,
- Multiple officers arrest one or two youths at a time,
- Parents not notified, youth detained long periods,
- Unwillingness to divulge info or negotiate with complainants.

# **MBTA Pre-2003: As Seen by Juvenile Court Judges**

- Dislike of docket-crowding for minor cases,
- Questions of value and validity of arrests,
- Status arrests overburden court personnel,
- Some judges support JJC's challenge of MBTA practices.



# Juvenile Justice Center Advocacy

- Administrative Redress
  - Public Records Request
  - Complaints
  - Negotiation
- Press
  - Highlighted conduct
  - Questioned police responses
- Legislative
  - Held hearings
- Legal
  - Challenged charges
  - Filed suit



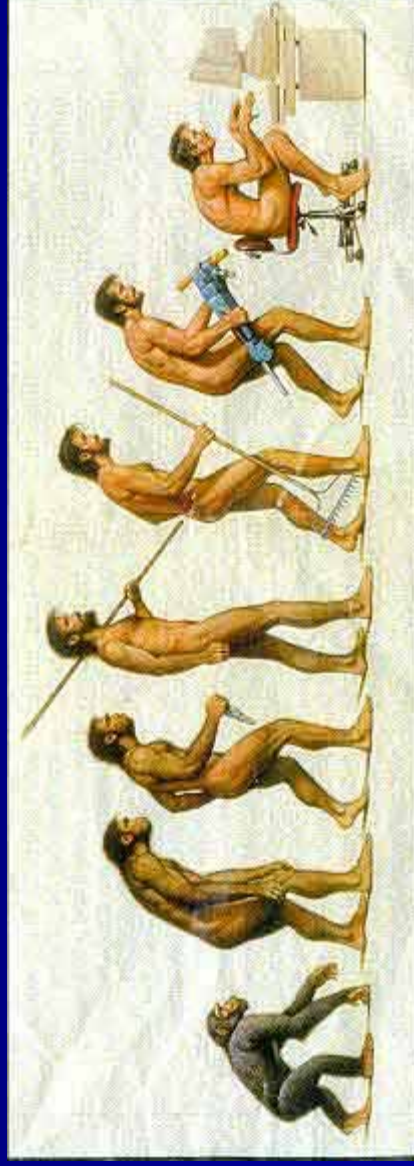
# Administrative Changes

- Appointed Joseph C. Carter as MBTA Transit Police
- Central Changes
  - Develop public expectation of professionalism
  - Insistence on Accountability
  - Determination to build police force to prominence
  - CALEA Certification



# Structural Changes at the MBTA Transit Police

- Creation of new positions including Deputy Director of Community Partnerships & Legal Counsel
- Juvenile Service Officers & Detectives
- Revised internal youth policies



# MBTA Transit Police Plan of Action

- Focus is on the importance of dealing with youth effectively;
- Transit Policing Service Areas (TPSAs);
- Strong support for partnerships.



## **MBTA Plan of Action: Accountability**

- All police actions will be weighed against core values,
- Ownership of TPSA areas as officer's own territorial responsibility,
- “Overseen by managers who are held accountable for the policing strategies used to address problems, as well as the police behavior their subordinates use in dealing with all people, with particular attention on youth.”

# **MBTA Plan of Action: Dealing with Youth**

- “Skillful, respectful interventions into situations of conflict, by officers in a manner that will maintain the confidence of the community and the respect of the youth.”



# Training for Effective Interactions with Youth



# JJC Training

- Command staff works with JJC to draft training plan as “next step,”
- Obtained private funding with support of MBTA Chief Carter,
  - Mabel Louise Riley Foundation
  - The Boston Foundation
- State & City provided no support.

# Training: Organizing Principles

- “Adolescence is the Bermuda triangle of human development.” Paul Wagoner, Advocates for Youth
- “Juvenile developmental characteristics such as impulsivity, self-centeredness, and resistance to authority increase the chances that police-juvenile encounters will involve conflict, disrespect, and confrontational behavior.”

Dr. Thomas Grisso and Robert Schwartz

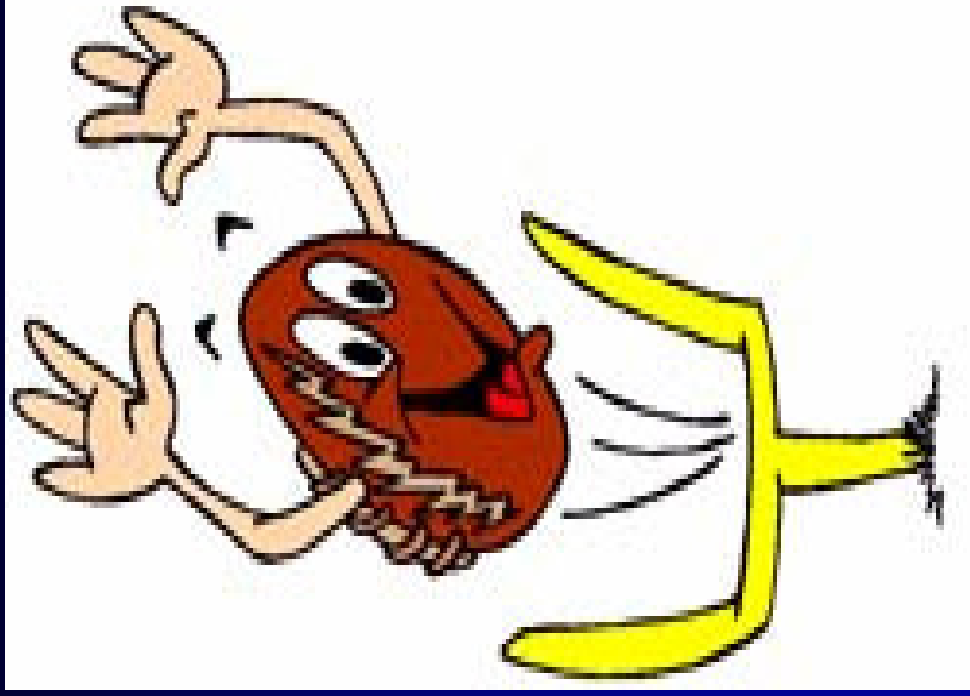
## Training: Organizing Principles

- Conflict, confrontation and maintaining an adversarial relationship between the police and youth are harmful to youth, police, public safety, and community confidence.
- Most youth want to have a positive relationship with police but don't know how; most police want to have a positive relationship with youth but don't know how.
- “Educate where possible, enforce when necessary.”

# Training: Organizing Principles

- Respect from Both Sides Now:
  - Everyone wants it; not everyone wants to give it;
  - Manifestation of respect is more important to more marginalized youth, especially youth with hypermasculinity issues;
  - Following rituals for respectful interactions promise a level of predictability in everyone's behavior.

# Designing Training Goals



# Goals of Training for Officers

1. Insight for working with youth
2. Expertise in adolescent development and cultural stressors on youth;
3. Strategies for effective interactions and positive engagement of youth that increase public trust and confidence in the police department and reduce arrests;
4. Identifies officers who are especially skilled at working with youth model conduct and become mentors.

# Department Involvement in Developing Training

- A. Support Information Collection
- B. Goal Setting
- C. Presentations



## **Information Collection**

- Focus groups of youth, officers, and members of the community,
- Field observations by trainers,
- Review of department data on current interactions with youth (i.e. arrests, FIOs),
- Assessment of extent of juvenile substance abuse and alcoholism in the department's jurisdiction.

# Goal Setting

- Goal Setting for Training
- State current situation *vis a vis* youth
- Clarify goals of department for treating youth and development mission statement
- Clarify role of training in adhering to mission of department *vis a vis* youth

## **Presentations to Officers**

- Department's goals for the training must be explained to officers by officers/command staff;
- Department counsel to explain legal obligations of the department as well as special Departmental regulations regarding treatment of youth;
- Involve most skilled officers in interacting with youth to model effective interventions; de-escalation strategies, and other practices.

# Training Components

- I. Legal
- II. Demographic & Cultural Context
- III. Psychiatric Understanding of Adolescence
- IV. Implications of Asserting Authority
- V. Trying it On For Size
- VI. Evaluation

# I. Legal

- Review:
  - Department regulations regarding treatment of youth or CALEA standards;
  - Juvenile Justice Code for the state;
  - Federal mandates under JJDP A;
  - Decisional law regarding police treatment of teens;
  - Collateral impacts of arrest.

## II. Demographic & Cultural Context

Demographic analysis focuses on:

- Poverty/wealth of area,
- Racial/class issues,
- School issues,
- Abuse rates,
- Extent of substance and alcohol abuse,
- Mapping of availability of resources for youth,
- Department's personnel composition as reflective or not of jurisdiction.

# Demographic and Cultural Context Cont'd.

Cultural analysis focuses on:

- American culture's messages to youth regarding their power & "rights";
- View of role of aggression in peer relationships
- Cultural attitudes towards authority and role of adults in mediating conflict among youth;
- Youth perceptions of police and how those perceptions are formed, ex. city history, hip hop;
- Implications for assertion of police authority.

## Example of Cultural Insight:

Hypermasculinity Among Male Youth of Color:

- Understanding male macho behavior as positive/negative coping mechanism
- Aggressive, adultified posturing
- Hypervigilant to insults and disrespect
- Responds to males' provocations aggressively
- Impulse control is weak

## **Cultural Insight Cont'd.**

- Positive Aspects of Coping:
  - Protective camouflage against victimization
  - Compensate for fear
  - Compensate for deficits
- Negative Aspects of Coping:
  - Locked into role, become victim of coping
  - Transitioning to “child” behavior very hard
  - Provokes discomfort among authority figures

# III. Psychiatric Insight into Adolescent Development

## Understanding Teen's Development:

- Adolescence is one of the most difficult times in life. Psychiatrist explains *why*.
- Adolescent Development in 5 easy pieces:
  1. Cognitive
  2. Physical
  3. Sexual
  4. Identity
  5. Moral
- Special Stressors on youth (drugs, sex, peers)

# **Psychiatric Understanding & Research into Adolescent Behavior**

- Provides officers skills to:
  - Handle challenges to authority,
  - Understand immature view of consequences,
  - De-escalate extreme reactions of youth,
  - Recognize drug/alcohol use in a youth,
  - Find “good intentions” gone awry,
  - Meet youth at youth’s level of functioning.

# IV. Implications of Cultural and Demographic Data for Asserting Authority

- How youth construct authority; how police assert authority
- Kinds of authority:
  - Traditional
  - Bureaucratic
  - Charismatic
- Role of Charisma with youth



## V. Trying It On For Size

Skits focus on typical encounters between youth and officers to:

- Involve youth in role plays,
- Highlight skills of your department's most gifted officers,
- Role reversal skits,
- Identify behaviors that lead to confrontations.

## Trying It On For Size

- Invite feedback from youth on officer's conduct;
- Hear psychiatrist analyze what was effective in the interaction and offer alternatives;
- Model strategies that avoid confrontation.



## **VI. Evaluation Components**

- Assessment of Officers at Outset
- Short “Quizzes” during training
- Final Evaluation by Professional Criminal Justice Expert

# Stop Watch



## **Stop Watch Goals**

- “Where possible, youth acting in an inappropriate manner are identified by participants without initiating police contact. Schools and parents are contacted and the behavior is then dealt with as a violation of the Boston Public School’s Code or referred to another agency.”

# StopWatch Goals

The goal is for StopWatch partners to provide alternative strategies to arrest and/or detention of young people by the police.



# Stop Watch Principles

- Reduce anonymity
- Youth to adults, adults to youth
- Adults to adults
- Increase the number of adults who are familiar with youth in stations
- Arrest is last resort
- Involve youth workers

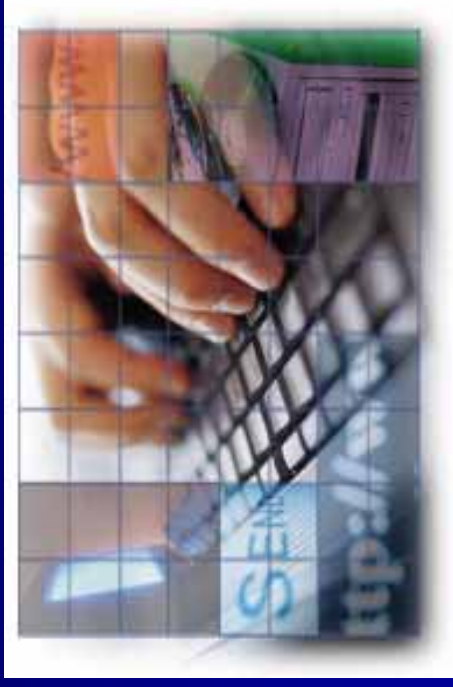
# StopWatch Operations

On any given day, StopWatch partners:

- Gather in a pre-designated station and environs to serve as presence and observe youth,
- Initiate conversations with youth and otherwise break ice,
- Establish informal relationships,
- Practice strategies for working with teens, monitoring their behavior, and setting limits for acceptable adolescent conduct.

# StopWatch Operations

- Accurate collection and analysis of data: “You can’t manage what you can’t measure.”
- Weekly email notice to partners
  - Hot spots
  - Updates
  - Tallies of interactions
  - Referral tracking
  - Trainings



# StopWatch & The Schools

- Increased participation of school administrators
- BPS/BPD Partnership Grown
  - Information sharing
  - Personnel sharing

Leading to:

- Incorporation of Conduct into Boston Public Schools Code of Discipline



# Stop Watch in Practice

- Examples:
  - Younger girls as prey
  - Pre-positioning of officers to anticipated trouble spots
  - Intervening in race issues



# Results



## **Awards**

- American Public Transportation Award for Innovation, 2005
- Semi-Finalist, Webber-Seavey Award of International Association of Chief of Police, 2005
- Massachusetts Pride & Performance Recognition Award, 2005

# Changes in Officers' Perceptions

- Officers see the purpose and role of tolerance and empathy in working with youth as demonstrated in increased communication with youth;
- More educated about what is normal behavior and why officers should identify with youth instead of turning youth into adversaries;
- External and internal systems of checks and balance for conduct of officers;
  - Personnel intervention program,
  - Citizen complaints, A&B on PO, use of force.

## Changes in Officers' Perceptions

- Officers report feeling less alienated from the communities they serve;
- “Bad” arrests stand out more; command staff can more easily flag such arrests;
- Reduced arrests for status offenses with greater filing of mandated child abuse reports;
- Recognition that police departments can't do it all; capitalizing on available resources instead of ignoring them.

## Value Added from JJC Training

- Officers stated that they needed to know more than they did; the training provided them with information and skills they plan to use,
- Officers who supported the training felt less marginalized in the department,
- Officers were grateful for the review of department regulations on treatment of youth,
- Mentoring system developed.

# Training Value Added

- Officers appreciated knowing which colleagues had special talents, skilled officers appreciated recognition of their talents,
- Officers' ideas: **THINK ABOUT IT!**



**THIS IS WHAT BEING ARRESTED MEANS:**

- Your fingerprints and photo are in the police database and can be used for photo arrays.
- Your court arraignment info is in the probation department database and can be used in the future.

**YOUR ARREST COULD KEEP YOU FROM:**

- Getting your driver's license
- Getting your high school diploma
- Being admitted to the Air Force Academy, West Point, Marine Corps, U.S. Naval Academy
- Obtaining certain jobs
- Getting student loans for college (due to drug charges)
- Obtaining legal immigration status

**THESE EMPLOYERS COULD GET YOUR JUVENILE RECORDS:**

- Summer camps
- Schools, youth programs, and day care centers
- State licensing agencies for cosmetology, nursing, social work, stockbrokers
- Nursing homes

Juvenile Justice Center  
SOUTH ALEXANDRIA  
LAW SERVICES

# Changes in External Perceptions of MBTA Transit Police

Changes in Community Perception of MBTA Transit  
Police

- Better press
- Fewer complaints

Changes in Juvenile Court Perceptions of MBTA  
Transit Police

Changes in Other Law Enforcement Perceptions of  
MBTA Transit Police

# Programmatic Elements Critical for Successful Replication

Overall:

- Command staff must elucidate goals/mission for dealing with teens which should include as core principles that;
  - Youth are different,
  - Officers have a duty to educate & intervene,
  - Arrest is last resort,
- Command staff must be involved, support, and participate in the effort as well as sustain it.

## **Programmatic Elements for Successful Replication Cont'd.**

- Don't assume that officers of color are the only officers who can work effectively with youth of color; look for skills, not attributes,
- Recognize that this effort will change the balance of power within the Department,
- Affirmatively reach out to and include youth advocates and youth service providers before they pursue you.

# Critical Elements of Stop Watch

- Value partnerships:
- Cultivate & nurture interagency relationships as well as with youth advocates and service providers,
- Recognize the partners (the more formally the better),
- Provide consistent communication,
- Act inclusively,
- Pool resources,
- Share credit for successes and failures.

# Critical Training Elements

- Train *before* your department becomes a liability,
- Tone: Don't tell officers how to do their jobs,
- Know the officers, know the youth: customize
  - Know each group's culture
  - Consider officers' backgrounds and experience
- Involve officers in development and presentation of training,
  - Be real; real scenarios, youth, issues
  - Use role reversals as much as possible

# Training Elements for Replication

- Use a psychiatrist who is:
  - Well versed in adolescent development theory,
  - Currently treating youth,
  - Presents materials visually and incorporates current research;
- Incorporate police officers in training from its development to its presentation;
- Use films that resonate with officers' experience.

**QUESTIONS?**

**CALL US:**

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