

DISCUSSION GUIDE

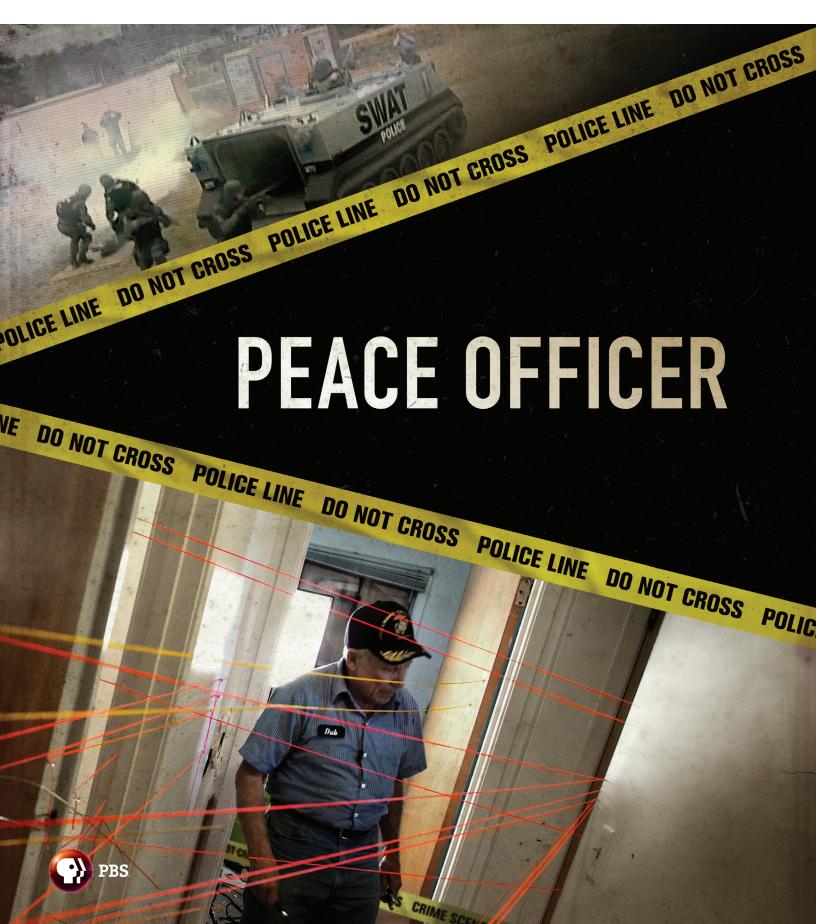


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Using this Guide

This guide is a tool for using the film **Peace Officer** to help facilitate civic dialogue and deepen our understanding of one of the more complex and pressing issues of our time—improving the public's experiences with and perceptions of law enforcement. Nationwide, there is a need to raise the standards for safety within law enforcement and, at the same time, acknowledge individuals, families and communities—in particular, communities of color—who have experienced excessive police force and violence. There is also a need to increase public trust in law enforcement and promote a culture of honoring and respecting peace officers, who risk their lives every day protecting their communities.

Engendering civic dialogue around such contentious issues requires practice and patience. In particular, weighing differing points of view and finding the space to openly and respectfully exchange those viewpoints can be a challenge for even the most skilled facilitators and participants, especially when deeply personal and emotionally charged issues are on the table. This discussion guide provides information and resources to help engage people in a dialogue.

Given the current tenor of the national conversation around law enforcement, which includes public safety, race, and the common good, this type of dialogue is more important than ever. **Peace Officer** offers a timely opportunity to engage, listen, and deepen our perspectives of the following central issues in the film:

- The balance of the power of law enforcement to protect and uphold public safety and our constitutional rights as citizens to be safely protected
- The circumstances and policies surrounding the militarization of law enforcement over the past four decades
- The use of violent tactics, training, and attitudes of special weapons and tactics (SWAT) units in an effort to keep peace in their communities
- America's current tensions in the relationship between law enforcement and communities—in particular, communities of color





Indie Lens Pop-Up is a neighborhood series that brings people together for film screenings and community-driven conversations. Featuring documentaries seen on PBS's *Independent Lens*, Indie Lens Pop-Up draws local residents, leaders, and organizations together to discuss what matters most, from newsworthy topics to family and relationships.



From the Filmmakers



Scott Christopherson and Brad Barber

Directors, Peace Officer

Like most people, we were really struck with Dub Lawrence from the first time we encountered him. He approached Scott after a city league softball game in Utah, having heard that he was a filmmaker, and asked him for "editing lessons." Dub wanted to make a short video using the footage of his son-in-law's killing that he had acquired through Freedom of Information Act and Government Records Access and Management Act requests over the years. It didn't take long to see the impact of what he had acquired and the intrigue of his unusual story. Scott then approached Brad about Dub's remarkable situation on a 12-hour drive from Utah to Oregon on another project. The two talked about little else on that trip, and upon their return, they connected with producer Dave Lawrence, and the three decided to move forward with the ambitious idea of making a feature documentary film centered around Dub's story and the shocking national trends it reflects.

That was the summer of 2012. Around that time, officer-involved shootings and SWAT raids in quiet neighborhoods outside Salt Lake City had been in the news a lot, which caught our attention. If this was happening in small towns in Utah, we wondered if it was happening everywhere across the United States, which of course, it was. A nationwide trend was emerging, but we were surprised these stories and issues weren't being talked about in the national media more. Before long, we saw Dub's unique story as a powerful microcosm for a national issue, one we felt we could really dig into authentically.

Dub's work on his son-in-law's case started to branch into other cases in northern Utah, and we met other families who had likewise been victims of a devastating breach of trust from those we all expect to keep us safe. We also talked with courageous members of the law enforcement community

who were willing to discuss with striking transparency how it feels to put their lives on the line for the common good. And finally, we reached out to national voices on the subject of the militarization of police to help frame these stories in the context of larger issues and the events that shaped how things became this way.

Before long, these elements came together, and it looked like our film was on the right track to help jumpstart a national discussion. Then the events in Ferguson, Missouri, unfolded, and Peace Officer took on an even greater urgency. In the wake of the public outcry that came after Ferguson, we realized that Dub filled a need many of us feel: we are confronted with injustice in a powerful system that appears beyond our influence to change, but there stands Dub, a concerned citizen who is doing something about it. He knows how to speak the language and how to investigate, and he knows the policies and procedures that the police and SWAT teams are supposed to follow in his neighborhood because he helped establish them. Dub is an unlikely spokesman for reform. Far from a vigilante or muckraker, he loves the law with a religious zeal, coming from a long line of police officers. His tenacity and idealism are, in fact, a product of his life in law enforcement, with one surprising wrinkle: the murder of his son-in-law at the hands of the SWAT team he established led to a dramatic awakening and obsessive determination to repair what he started. Dub doesn't want to tear down law enforcement, he wants to restore it to its noblest ideals.

We hope that *Peace Officer* raises awareness about this vital, yet little-understood issue and prompts discussion and action in communities everywhere. As first-time feature directors (and documentary film professors by day), we were inspired by Dub's belief that individuals can make a difference, and we think that extends to those who watch this film. We are proud of this documentary and the many people who sacrificed to help make it. We hope that everyone who watches it talks not just to their friends and family, but to their elected officials, policymakers, and police departments. We also hope that leaders in law enforcement use this story as a springboard for practical, open dialogue within their ranks and with the communities they serve.

Through Dub's story, we honor the courage of citizens who have been victims as well as peace officers whose lives are increasingly at risk. Ultimately, we hope the discussions that emerge from watching *Peace Officer* play a strong and positive role toward making our society safer for both.

-Scott Christopherson and Brad Barber, Directors



Note about Facilitating Conversations for Civic Dialogue



"Begin with art, because art tries to take us outside ourselves. It is a matter of trying to create an atmosphere and context so conversation can flow back and forth and we can be influenced by each other."

- W. E. B. Du Bois

Peace Officer is a documentary film, a form of storytelling art that weaves together different perspectives to deepen our understanding and take us "outside ourselves ... so conversation can flow," as Du Bois says. Talking about race, law enforcement, and issues of justice may give rise to challenging and deeply personal conversations in your community. Lives have been lost, families traumatized, and communities deeply wounded. These conversations require sensitivity and building trust with your audience. People who feel safe, encouraged, respected, and challenged are likely to share openly and thoughtfully. As a facilitator, you can encourage that kind of participation. Below are some suggestions around facilitation techniques.





Prepare Yourself

Reflect upon how *Peace Officer* **touches your own life.** View the film before your event and give yourself time to reflect so you aren't dealing with raw emotions at the same time that you are trying to facilitate a discussion.

Be knowledgeable. You don't need to be an expert on SWAT teams or law enforcement to lead a thoughtful community conversation. Reading through this guide and familiarizing yourself with the issues it raises can help guide the discussion and offer suggestions for individual reflection, small-group discussion, and cross-community dialogue. But this is only the first step. It is critical to invite law enforcement leaders from the community, scholars, and community advocates who are highly knowledgeable in police tactics, policies, training, and practice and who support community dialogue in response to *Peace Officer*.

Be clear about your role. Being a facilitator is a unique role. Keeping the discussion moving forward while staying neutral is your priority. It is pivotal to remember that the issues raised in *Peace Officer* affect both civilian community members and law enforcement officers, and there may be differences in perspectives and viewpoints. It is your priority to create a space where everyone feels safe sharing.

Know who might be present. It isn't always possible to know exactly who or how many will attend a screening, but if you know the kinds of groups that are present in your community, you may be able to predict who might be represented. Also keep in mind that issues can play out very differently for different groups of people. Factors such as geography, age, race, religion, and socioeconomic class can all have an impact on comfort levels, speaking styles, and prior knowledge. Take care not to assume that all members of a particular group share the same point of view.





Prepare the Group

Set the tone. As a facilitator, you are creating a safe space for ideas that may make some in the audience uncomfortable. Prior to starting a general discussion, a Q&A with a panel, or a more interactive engagement event, set the tone of respect by discussing the intent of civic dialogue. Useful guidelines include using a constructive tone, agreeing not to use slurs, and asking people to speak in the first person ("I think ..."), rather than generalizing for others ("Everyone knows that ..." or "Your community ..."). If a speaker breaks a ground rule, gently interrupt, remind them of the rule, and ask them to rephrase. Ensure that everyone has an opportunity to speak. Before starting the conversation, be clear about how people will take turns or indicate that they want to speak to avoid interruptions.

Plan a strategy. It is important to allow all voices in the room to be heard. Invite participants to write down their questions or comments on cards to give to the facilitator prior to opening the floor for dialogue. Talk about the difference between dialogue and debate in order to prevent one or more people from dominating the conversation. In a debate, participants try to convince others that they are right. In a dialogue, participants try to understand each other and expand their thinking by sharing viewpoints and listening to each other actively. Remind people that they are engaging in a dialogue.

Encourage active listening. Ask the group to think of the event as being about listening as well as discussing. Participants can be encouraged to listen for things that both challenge and reinforce their own ideas. You might also consider asking people to practice formal "active listening," in which participants listen without interrupting the speaker, then rephrase to see if they have heard correctly.

Remind participants that everyone sees through the lens of their own experience. Who we are influences how we interpret what we see. Everyone in the audience may have a different view about the content and meaning of the film they have just seen. Inviting speakers to identify the evidence on which they base their opinion can help people to understand one another's perspectives.

Take care of yourself and group members. Discussing experiences of racism and the law can open deep wounds. If the intensity level rises, pause to let everyone take a deep breath. Think about how you might help people express their hurt while also seeking to find common ground or appreciating the presence of good intentions. Also, think carefully about what you ask participants to share publicly so that you are not asking people to reveal things that could place them in legal or physical danger.



About the Film



"What we see is just a massive, massive increase in the use and number of SWAT teams. ... You're looking at about a 1,500 percent increase since the early '80s and a 15,000 percent increase since the late 1970s."

- Radley Balko, quoted in *Peace Officer*

Dub Lawrence is a man obsessed. As a young rookie cop, he used his savvy investigation skills to help break the Ted Bundy case. His obsession with turning around the systemic failings he saw as a young police officer led to a successful bid in 1974 to become sheriff of Davis County, Utah, at a young age. Committed to the highest standards of peace officers serving the public good, he once wrote himself a parking ticket when a citizen called him out for his patrol car's violation.

After years in public service, today Dub is semiretired, working as a private investigator on projects fueled mostly by income from his water and sewage pump repair service. When he's not wading through raw sewage, he spends his time investigating the shooting death of his son-in-law, Brian Wood, and supporting investigations of others whose family members have been harmed by SWAT raids.

In the film, Dub puts himself in Brian's shoes as he describes the felonies, mistakes, and problems created by the multiple SWAT teams involved in the attempted arrest, and ultimately violent death, of one desperate man in his parked truck who was threatening no one but himself. Forced to stand by and watch as a regular citizen, Dub also laments what the SWAT team he founded with noble ambitions 30 years earlier has become.

In *Peace Officer*, Dub's long-term obsession with bringing to light the truth behind his son-in-law's killing is punctuated by his investigation of other recent officer-involved shootings and SWAT team raids in quiet neighborhoods just miles from where Brian was killed. Several of these stories illustrate what happens as a result of the aggressive no-knock search warrant laws typical across the country.

These events are contextualized within a growing national phenomenon of violent SWAT raids and governmental immunity laws gone amok in the war on drugs. Both in cities and in small towns like Dub's, officers are routinely armed with military surplus weapons and equipment—and federal incentives to use what they are given. All of this has led to about a 15,000 percent increase in SWAT team raids in the United States since the late 1970s. *Peace Officer* follows Dub as he obsessively picks apart these cases from his unique perspective, which combines the zeal of a rule-of-law detective with the grief of a victim.



Informing the Discussion

Community members will view **Peace Officer** from a range of perspectives, opinions, knowledge, and personal experiences. With this diversity in mind this discussion guide includes a selection of terms, a timeline of policies and decisions setting the context for the film, and helpful framing language and statistics to further inform and deepen the discussion of the film and allow all participants to reference ideas and issues using a shared common understanding.

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Background Terms

Castle Doctrine. Originating in English common law, the Castle Doctrine holds that "a man's house is his castle" and springs from an older and broader sentiment that home should remain as a place of peace, refuge, and sanctuary (Balko, 2014). Although not quoted in *Peace Officer*, the doctrine remains deeply ingrained in America's legal and social fabric and illustrates the assumption that private homes are/should be unassailable.

Civil asset forfeiture. Civil forfeiture allows police to seize—and then keep or sell—any property they allege is involved in a crime. Owners need not ever be arrested or convicted of a crime for their cash, cars, and even real estate to be taken away permanently by the government. In the past, local law enforcement agencies financially benefited from civil asset forfeiture and used these profits to further build their weapons arsenal (ACLU, "Asset Forfeiture Abuse"). Currently, the federal government has placed restrictions on this policy. Law enforcement associations are challenging this recent decision, forecasting future funding problems for supporting otherwise unfunded mandates, including specialized training and purchasing of equipment.

Excessive force. Refers to physical force believed to be in excess of what is reasonable and necessary. A police officer may be held liable for using excessive force in an arrest, an investigatory stop, or other seizures. A police officer may also be liable for not preventing another police officer from using excessive force. Whether the police officer has used force in excess of what he reasonably believed necessary at the time of action is a factual issue to be determined by a jury (ACLU, "Police Excessive Force"; Community Oriented Policing Services; Bureau of Justice Statistics).

Force. The Community Oriented Policing Services of the U.S. Department of Justice reports, "The U.S. Commission on Civil Rights has stated that ... 'in diffusing situations, apprehending alleged criminals, and protecting themselves and others, officers are legally entitled to use appropriate means, including force.' ... The International Association of Chiefs of Police (IACP) ... defined use of force as 'the amount of effort required by police to compel compliance by an unwilling subject.' The IACP also identified five components of force: physical, chemical, electronic, impact, and firearm. To some people, though, the mere presence of a police officer can be intimidating and seen as use of force."

Fourth Amendment. As stated: "The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized" (FindLaw).





Knock-and-announce rule. This arose out of the commonlaw tradition of the Castle Doctrine to protect the sanctity of the home. Police are obligated to give a homeowner the opportunity to grant them entrance in order to prevent a violent confrontation, the destruction of property (e.g., a door), and the infliction of terror upon the family (Balko, 2014).

No-knock warrant. According to the U.S. Department of Justice (2002), a no-knock warrant "authoriz[es] officers to enter certain premises to execute a warrant without first knocking or otherwise announcing their presence where circumstances (such as a known risk of serious harm to the officers or the likelihood that evidence of crime will be destroyed) justify such an entry."

Militarization of police. A phrase used to describe "the process whereby civilian police increasingly draw from, and pattern themselves around, the tenets of militarism and the military model" (Kraska, 2007). It involves the use of military equipment and tactics, including the use of armored personnel carriers, assault rifles, submachine guns, flashbang grenades, grenade launchers, sniper rifles, SWAT teams and, in general, a more aggressive style of law enforcement. As we see in *Peace Officer*, this term can be considered controversial from some perspectives, in particular from that of law enforcement.

Paramilitary unit. Often used interchangeably with "SWAT team." A paramilitary unit is a semimilitarized governmental force whose organizational structure, training, and subculture are similar to those of a professional military force; it is not regarded as having professional or legitimate status or as being part of a state's formal armed forces (Oxford Dictionaries).

Police. First appeared in America almost a half-century *after* the Constitution's ratification. At that time, law enforcement was the duty of mostly private citizens, along with a few constables and sheriffs who could be called upon when necessary, and the word's only use was as a verb meaning "to watch over or monitor the public health and safety" (Constitution Society, 2001). Its use as a noun was added later.

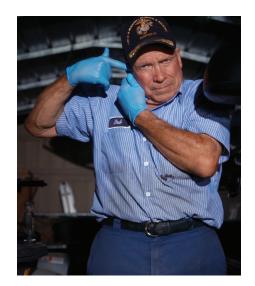
Search warrant. An order issued by a legal authority with administrative or judicial powers, typically authorizing a police officer to search a specified place for evidence without the occupant's consent. A search warrant is generally required to validate a Fourth Amendment search, subject to a few exceptions (Cornell University Law School).

SWAT (special weapons and tactics) team. Established in Los Angeles in the mid-1960s under the leadership of Daryl Gates, then an inspector with the Los Angeles Police Department, SWAT teams were first used to swiftly defuse high-risk and potentially violent situations, such as bank robberies or hostage taking. Starting in the 1980s, there was a shift in increasingly deploying SWAT teams that coincided with the shift in federal efforts against drug trafficking. The deployment of SWAT teams has also been affected by the September 11, 2001 attacks (Balko, 2014).

War on drugs. A set of federal policies and a public information campaign initiated under President Richard Nixon's administration to eliminate the trafficking of illegal drugs (Frontline). The series of actions on a federal level have continued in different forms since Nixon, including the increased use of SWAT teams for drug raids (ACLU, 2014).

Wrong-door raid. A police raid that entails law enforcement and SWAT teams raiding homes based on uncorroborated tips from unproven informants or faulty intelligence. This has resulted in these tactical teams entering the "wrong door"/wrong home (Balko and Berger, 2006). A few cities restrict the use of SWAT teams to cases where a suspect presents an immediate threat. In *Peace Officer*, the story of the Hill family vividly illustrates the traumatic experience of one family and the impunity of law enforcement in incidences of a wrongdoor raid.





A Timeline of Key Decisions and Policies

The idea of special weapons and tactics (SWAT) was conceived in the United States in response to a particular moment in our nation's history—the 1960s, a time of tremendous social change and progress for some communities and uncertainty and upheaval for others. Since its genesis, many key moments, leaders, and policies have directly contributed to the growth, evolution, and dramatic increase in the use of SWAT and military weaponry in raids well beyond the original intent.

Understanding America's current social climate in the contexts of the previous four decades of federal policy and local law enforcement training provides important background for viewing *Peace Officer*. The following timeline highlights only a handful of the most notable changes.

"No one made a decision to militarize the police in America. The change has come slowly, the result of a generation of politicians and public officials fanning and exploiting public fears by declaring war on abstractions like crime, drug use, and terrorism. The resulting policies have made those war metaphors increasingly real."

- Radley Balko, *Rise of the Warrior Cop*

1960s

August 11, 1965, Watts riots. A Los Angeles police officer pulled over motorist Marquette Frye and his brother, Ronald, who were suspected of driving drunk. They were shortly joined on the scene by their mother, Rena Frye. A violent altercation erupted between police officers and the two brothers. By this time, the crowd watching the incident had grown larger and become angry. Tensions escalated after the police left the scene. Riots followed, lasting for six days. More than 34 people died, 1,000 were wounded, and an estimated \$50 million to \$100 million in property damage ensued (*A Huey P. Newton Story*, 2002). Frye's arrest was only the precipitating incident of the growing tensions and animosity between the Los Angeles Police Department (LAPD), its administration, and members of the black community in Los Angeles (Balko, 2014).

Following the Watts riots, Inspector Gates began conversations with military personnel to develop a tactical force within law enforcement. He was drawn in particular to Marine Special Forces and began to envision an elite group of police officers who could respond to dangerous domestic disturbances with the tactics employed by the military.

August 1, 1966, University of Texas, Austin. Ex-Marine Charles Whitman went on a shooting rampage from a clock tower located on campus. From the position of 230 feet above, Whitman killed 15 people, including ambulance personnel and law enforcement. The massacre increased the momentum for the development of SWAT teams in large cities around the country, with local enforcement recognizing the need for the right training and equipment to respond to these extreme incidences (Balko, 2014).

1966. The first SWAT team in Los Angeles was established. The LAPD Metropolitan Division's D Platoon was one of the world's most prominent SWAT units and was the second SWAT team established in the United States, after that of the Philadelphia Police Department in 1964 (Balko, 2014).

December 6, 1969, Black Panther raid. America's first SWAT team raid on the Los Angeles headquarters of the Black Panthers. Five thousand rounds of ammunition were exchanged between Black Panther Party members and the LAPD SWAT team. Although people sustained injuries during the raid, no one was killed (Balko, 2014).



"You see SWAT teams spreading across the country [in the 1970s], but they are being used only in these emergency-type situations."

- Radley Balko, quoted in *Peace Officer*

"Reagan had taken Nixon's drug war metaphor and made it very literal. We start to see SWAT teams used primarily to serve search warrants on people suspected of drug crimes."

- Radley Balko, quoted in *Peace Officer*

1970s

The Nixon administration. In a nationwide address on June 17, 1971, President Nixon declared that drug abuse is "public enemy number one" and asked for emergency power and new funding to "wage a new, all-out offensive." In retrospect, this speech, and one given a year later, can be considered the start of the government's war on drugs (Balko, 2014). (See Nixon's full speech at **presidency.ucsb.edu/ws/?pid=3048.**)

July 29, 1970, legalization of no-knock warrants. President Nixon signed the District of Columbia Court Reform and Criminal Procedure Act of 1970. It includes a controversial no-knock provision that allows police officers to enter a home to serve a warrant without alerting the people inside to their presence. No-knock warrants were a departure from the knock-and-announce rule (announcement prior to entry), which members of the Nixon administration argued would lead to the destruction of objects and drugs for which the police were searching or would compromise the safety of the police or another individual (Cornell University Law School).

1980s

December 1, 1981, Military Cooperation with Law Enforcement Act. This federal law authorizes the U.S. military to train civilian police officers to use the then-newly available equipment, and it not only encourages the military to share drug-warrelated information with civilian police, but also authorizes the military to take an active role in preventing drugs from entering the country (Balko, 2006; Al Jazeera America, 2014). It also authorizes the U.S. military to give civilian law enforcement agencies access to its military bases and its military equipment.

October 12, 1984, Comprehensive Crime Control Act. The most sweeping revision of the criminal code since 1900, it was signed into law under President Reagan. One of the provisions allowed civilian law enforcement agencies working with the federal government on drug cases to get a cut of assets seized during raids, resulting in a profound effect "on drug policing over the next 30 years" (Balko, 2014; Al Jazeera America, 2014).

November 18, 1988, "Byrne" grants for local police agencies established.

Part of the 1988 Anti-Drug Abuse Act, the Edward Byrne Memorial Justice Assistance Grant Program (named after fallen New York City police officer Edward Byrne) became the primary provider of federal criminal justice funding to state and local jurisdictions. Over the next 25 years, Byrne grants would send billions of federal dollars to police departments. Key to securing the grants were strong drug enforcement statistics—such as number of overall arrests (i.e., low-level drug offenders), lots of drug seizures (regardless of size), and number of warrants—all of which pushed local police forces to form narcotics task forces wholly focused on conducting drug raids (Balko, 2014). Some critics view Byrne grants as another way for the federal government to impose its priorities on local law enforcement (Balko, 2014).



1990s

1997, the federal 1033 Program. Created by the National Defense Authorization Act of Fiscal Year 1997, the 1033 Program essentially authorizes the U.S. military to give excess military equipment to civilian law enforcement agencies free of charge. All equipment designated as 1033 has a built-in requirement that police departments who receive the equipment have to use it within a year. As of 2014, 8,000 local law enforcement agencies participated in the reutilization program, which has transferred \$5.1 billion in military hardware from the Department of Defense to local American law enforcement agencies. The most commonly obtained item via the 1033 Program is ammunition. Other commonly requested items include cold-weather clothing, sand bags, medical supplies, sleeping bags, flashlights and electrical wiring. Grenade launchers and vehicles such as aircraft, watercraft and armored vehicles have also been obtained (Newsweek, 2014).

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2000s

September 11, 2001. On the morning of September 11, 2001, 19 terrorists from al-Qaeda hijacked four commercial airplanes, deliberately crashing two of the planes into the upper floors of the North and South towers of the World Trade Center complex in New York City and a third plane into the Pentagon in Arlington, Virginia. The Twin Towers ultimately collapsed because of the damage sustained from the impacts and the resulting fires. After learning about the other attacks, passengers on the fourth hijacked plane, Flight 93, fought back, and the plane was crashed into an empty field in western Pennsylvania about 20 minutes by air from Washington, D.C. The attacks killed 2,753 people in New York, 184 people at the Pentagon, and 40 people on Flight 93 (9/11 Memorial).

In response to the attacks of 9/11, the USA PATRIOT Act (Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism) was created by Congress and signed into law by President George W. Bush on October 26, 2001, dramatically increasing the funding for local law enforcement to purchase military equipment (Balko, 2011).

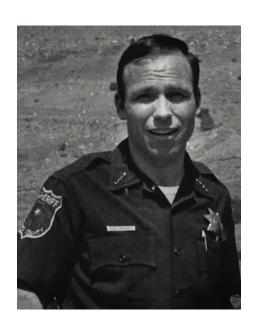
Department of Homeland Security funding. The U.S. Department of Homeland Security (DHS) was established in response to the terrorist attack on the World Trade Center on September 11, 2001. Ensuring the preparedness of state and local SWAT teams became one of the major initiatives of the DHS and included the increase in funding SWAT equipment and developing national courses to train SWAT teams (Government Training Institute).

According to the Center for Investigative Reporting, the DHS has handed out at least \$34 billion in anti-terror grants since its creation in 2002, with much of the money used for the purchase of military gear. In 2011, a Pentagon program gave away \$500 million of equipment, an all-time high, and \$2 billion in grants for bolstering the capabilities of local law enforcement (Balko, 2013; Balko, 2014; Ingraham, 2014).

2009 American Recovery and Reinvestment Act. After the 2008 election of President Barack Obama, previous cuts to Byrne grants were sizably reversed, with funding going from \$170 million during the final year of the Bush administration to \$2 billion in 2009 under Obama (Office of Justice Programs).

Supreme Court cases. In the first decade of the 21st century, several cases, among them *United States v. Bank* (2003) and *Hudson v. Michigan* (2006), further eroded the knock-and-announce rule. As a result of these decisions, police are now allowed to forcibly enter a home without pressing circumstances or even if police create the pressing circumstances themselves. Writing as the sole dissenter, Justice Ruth Bader Ginsburg explained that such decisions can become a how-to guide for police to undermine the Fourth Amendment (Balko, 2014).





Discussing Law Enforcement, Race, and Mental Health

Race and mental health concerns are not central to *Peace Officer*, but several experts in the film, including legal scholar Kara Dansky from the American Civil Liberties Union (ACLU) and Elizabeth Beavers, a legislative expert in police militarism, connect the particularities of the film with these larger systemic problems. Allowing space to acknowledge these issues while staying focused on the film can be a delicate balance. The information and resources within this discussion guide are designed to deepen community engagement with the primary issues in *Peace Officer* and provide numerous opportunities for this balance to be thoughtfully sustained.

It is important to acknowledge that the story of Dub Lawrence and the killing of his son-in-law, Brian Wood, occurs in a community that is more than 90 percent white (U.S. Census Bureau, 2014). However, this documentary comes at a time when communities of color have been disproportionately targeted, harmed, and killed by actions of law enforcement (*The Guardian*, 2015; *The New York Times*, 2015) and when the use of SWAT teams in communities, under the banner of keeping peace, is certainly raising many concerns. In addition, the film shows that mental health is a challenge in the lives of both Brian Wood and Matthew Stewart. Therefore, in convening discussions around *Peace Officer*, it is likely that both the issue of race and the issue of mental health will surface. Preparing yourself and your responses for these considerations is important.

If there is a need or an occasion to turn the discussion to statistical information on race and mental health and its intersection with *Peace Officer*, the following statistics can be referenced. Keep in mind that these statistics are only illustrative of systemic issues within our nation. Dub's story and his quest for justice and transparency as a victim of a SWAT raid is only one of many tragic examples.

Some Statistics from 2015

The Counted is a project by *The Guardian*, working to count the number of people killed by police and other law enforcement agencies in the United States. The organization's database combines *Guardian* reporting with verified crowd-sourced information. Here are a few statistics (*The Guardian*, 2015):

- In 2015, the final counted number of people killed by law enforcement in the United States shows the rate of death for young black men was five times higher than for white men of the same age.
- Overall in 2015, black people were killed at twice the rate of white, Hispanic, and Native American people. About 25 percent of the African Americans killed were unarmed, compared with 17 percent of white people.
- Paired with official government mortality data, one in every 65 deaths of young African American men in the United States is a killing by police.
- Of the 1,134 deaths at the hands of law enforcement in 2015, one in every five cases (246 of the total amount) had some related mental health issues reported.

Sources:

- » The Guardian. 2015. "Young Black Men Killed by U.S. Police at Highest Rate in Year of 1,134 Deaths." theguardian.com/ us-news/2015/dec/31/the-countedpolice-killings-2015-young-black-men
- » The New York Times. 2015. "Police Killings of Blacks: Here Is What the Data Say." nytimes.com/2015/10/18/upshot/police-killings-of-blacks-what-the-data-says. html? r=0
- » U.S. Census Bureau. 2014. "Utah." quickfacts.census.gov/qfd/states/ 49000.html



Militarization of Law Enforcement: By the Numbers

Peace Officer offers a snapshot of one SWAT team and their tactics as they were deployed in Utah. Reflecting upon the progression of growth of the use of SWAT teams nationwide enables participants to broaden the scope of their perspective. Some statistics are highlighted below (Balko, 2014; ACLU, 2014):

1970 1

2005 80%

Number of SWAT teams in the United States in:		approximately 500 er and Rojek, 2008)
Percentage of towns between 25,000 and 50,000 people with a	1984 1990	25.6% 52.1%

Percentage of U.S. cities with 1982 59% populations above 50,000 with a 1989 78% SWAT team: 1995 89%

Percentage of those SWAT teams that trained with active-duty military personnel:

SWAT team:

46%

Approximate number of SWAT	1995	30,000
	2001	45,000
raids in the United States:	2005	50 000-6

2005 50,000-60,000

80% of all SWAT raids were deployed to execute a search warrant were against minorities for the purpose of executing a warrant in search of drugs

Between 2011 and 2012: Sources:

- » ACLU. 2014. "War Comes Home: The Excessive Militarization of American Policing." aclu.org/report/war-comeshome-excessive-militarization-americanpolice
- » Balko, Radley. 2014. Rise of the Warrior Cop: The Militarization of America's Police
- » The Economist. 2014. "Cops or Soldiers? America's Police Have Become Too Militarized." economist.com/news/unitedstates/21599349-americas-police-havebecome-too-militarised-cops-or-soldiers
- » Klinger, David, and Rojek, Jeff. 2008. "Multimethod Study of Special Weapons and Tactics Teams." ncjrs.gov/pdffiles1/ nij/grants/223855.pdf

1033 Program:

Department of Homeland Security:

In fiscal year 2011, **\$500 million** of equipment was reutilized, including 800 Humvees (a 700 percent increase over fiscal year 2010).

Between 2002 and 2011, disbursed \$35 billion in grants to state and local police (The Economist, 2014).



Facilitating the Discussion



Peace Officer is a timely, relevant, and emotional film. For many communities, it may be most impactful if you facilitate an open conversation at your screening, in which participants have the opportunity to reflect upon the perspectives of the key stakeholders—law enforcement officers and the community they serve—and share their own perspectives.

Topics and Issues Related to the Film

- History of SWAT deployment in the United States
- · Relationship between law enforcement and civilian community
- · Police tactics, policies, training, and practice
- Police militarization
- · Civilian rights
- Mental health and law enforcement
- · Race and law enforcement



General Discussion Questions

Pre-screening

- What life experiences inform your own perspectives of the role of police in communities?
- Do you believe that there is a right and wrong to every story or do you believe there are multiple perspectives to any issue that should be equally valued?
- When you hear the term peace officer, what comes to mind? How is this similar to or different from "police officer"?
- · What is a SWAT team?



Post-screening

- What are your initial reactions to the story and experiences in Peace Officer?
- What do you consider to be a "credible threat" that requires calling in SWAT forces?
- Keeping in mind your own viewpoint as well as the information presented in the film, do you think the Stewart case was an example of a credible threat? Was the Wood case? Why or why not?
- How would you like your community and law enforcement to engage with each other? Were any examples of this presented in *Peace Officer*?
- What pressures and expectations do SWAT units consider when facing hostile situations?
- What role do you think police training, policies, and procedures play in preparing SWAT units? If you are speaking from the viewpoint of law enforcement, what training, policies, and procedures would you suggest to mitigate further tensions? If you are not in law enforcement, what suggestions might you offer to mitigate further tensions?
- In your opinion, who is accountable to ensuring the safety
 of both law enforcement and communities? What steps
 can be taken to ensure that all systems are working in
 support of safety and security for all?
- After viewing *Peace Officer*, what does the title mean to you? What does being a peace officer entail?
- Whether you empathize more with the police or the civilian community members featured in this film, describe something you learned from the experiences and perspectives of the "other" side.
- What do you think constitutes excessive force? Reflect on the examples in *Peace Officer*. Which cases do you see as examples of excessive force?
- What do you think should be the parameters of a search warrant? When do you think an aggressive no-knock search warrant should occur?
- When should private citizens be allowed to protect their home?
- The relationship between law enforcement, public safety, and a citizen's rights affects different communities in different ways. In your community, what is occurring? Who is involved? How is the media portraying these activities?



Engagement Strategies: Panel Discussion and Beyond

Peace Officer also offers a rich opportunity for engagement outside of a general discussion, including a panel discussion and other more interactive community exchanges.

Panel Discussions

Convening local stakeholders for a panel discussion followed by a Q&A session is a reliable format to use for community conversations. Local law enforcement, leaders of advocacy groups, legal scholars, and other community stakeholders can be helpful in better informing the community and offer a chance for multiple perspectives to be shared, respected, and heard in an open and safe format.

Providing a panel moderator may be helpful, given the emotions associated with this topic. It may also be helpful to review and share with participants the "Note about Facilitating Conversations for Civic Dialogue" included in the opening of this discussion guide.

Potential Partner Organizations/Speakers to Consider

- Local chapters of civil liberties and civil rights organizations, such as:
 - ACLU, find a local affiliate: aclu.org/about/affiliates
 - National Urban League, find an office near you: nul. iamempowered.com/in-your-area/affiliate-map
 - NAACP, find a local unit: naacp.org/pages/find-yourlocal-unit
 - National Action Network, find a local chapter: nationalactionnetwork.net/chapters
 - #BlackLivesMatter, find a local chapter: blacklivesmatter. com/find-chapters
- Local law and law enforcement organizations and individuals, such as:
 - Local police departments and/or police chiefs
 - NACOLE (National Association for Civilian Oversight of Law Enforcement), refer to their list of U.S. oversight agencies: nacole.org/resources/u-s-oversight-agencywebsites
 - Student law associations, such as:
 - National Black Law Students Association: nblsa.org/regions
 - National Latina/o Law Student Association: nllsa.org/about/regions
 - National Asian Pacific American Law Student Association: napalsa.com/index.php?pID=48
- Organizations dedicated to peace and community building:
 - Veterans for Peace, find a local chapter:
 veteransforpeace.org/vfp-chapters/find-a-chapter
 - Peace Alliance, find a local Action Team: peacealliance. org/start-a-peace-alliance-action-team-in-yourcommunity
- Journalism organizations and journalists, such as:
 - Society of Professional Journalists, find a local chapter:
 spj.org/chapters.asp
 - National Association of Black Journalists, find a local chapter: nabj.org/?page=ChapterListing
- Justice studies, criminal justice, and journalism departments and professors at local colleges and universities
- Local grassroots organizations aiming to support and reform public safety concerns



Considering Perspectives

The different constituencies and voices represented in *Peace Officer* invite communities to examine a spectrum of perspectives and priorities. Ask participants to reflect upon one or more perspectives from the film utilizing the quotes and anecdotes below. Consider writing on flip charts a few quotes, or excerpts from quotes, from each perspective to use at your event, then provide time for participants to walk around (possibly in small groups) to read them and write their own responses and reactions to the quotes and perspectives. Empathizing with another's experience through their direct words can be a meaningful exchange leading to a deeper understanding of the many issues at play.

Law Enforcement

Todd Richardson, Davis County Sheriff

"You have this kind of perception out there that it is the militarization of law enforcement. It is really me, as a sheriff, asking a deputy to go into a situation where there is a high probability somebody will get shot. And me, as a sheriff, preparing that individual with all the tools I can give him to keep him safe to go handle the situation. If you want to call that militarization, then that is what it is."

Sheriff James Winder, Salt Lake County Unified Police Department

"There is so much at risk because in even one instance in which an officer-involved shooting is problematic, the impact on the public perception of their safety is so great that we cannot afford that."

Detective Jason VanDerwarf, Weber Morgan Narcotics Strike Force

"People need to understand that we are not fighting the same people we fought in the '70s or '80s. It's a whole new class of people we are fighting. We have to stay one step ahead of them. If that means coming to the fight with a little bit bigger vest and little bit bigger gun, so be it."

The Community Served

The Hill Family

Peace Officer tells another kind of story, the story of the Hill family from Ogden, Utah. As the father recounts, his daughter hears banging. As this father

realizes it is banging on the front door, he hears them quietly announce, "Ogden City Police." He opens the door with a baseball bat and, after being ordered by police to do so, he drops the bat. He is greeted by officers with assault rifles trained on him. There are no police cars in front of the house. His wife recalls being downstairs with their children with 911 dialed on her phone and being confronted by a police officer with an assault rifle who never identifies himself. The children are behind her as she is led upstairs by this officer.

The police finally tell this family that they are looking for a Derrick who is AWOL from the military. The father keeps saying he is Eric, not Derrick, and tells the police to check the registration from his truck that is parked in the driveway.

As the police are walking out realizing their mistake, the police officer tells the father that he is lucky he had a baseball bat at the door rather than a rifle or he "would have wasted" him.

How does the experience of the Hill family offer another perspective?

William "Dub" Lawrence

"I took custody over the scene 22 hours after Brian was killed. I was astonished. I was able to conduct an investigation before it was tainted. The police did not do a thorough investigation. ... Numerous pieces of evidence were left behind by police."

"The more I learned, the more it drew me into learning the truth."

"I am obsessed with the idea of a peace officer being a trusted friend, a qualified, trained peacemaker. And that's possible."

"To see the SWAT team that I founded kill my son-inlaw, I know what it feels like to be a victim."

Nancy Lawrence (Dub's wife)

"All of us trusted law enforcement. None of us had the inclination that it would end the way it did."

Jerry Wood (Brian Wood's father)

"I was told that the Davis County DA relayed the message that he had committed five felonies and he would be spending the next 20 years in prison. To try and calm the situation down by telling [Brian] he had already committed five felonies and that



he would spending the next 20 years in prison didn't seem to me to be a very tactful decision. I said to them, 'Let me talk to Brian. I know I can calm the situation down.' They [law enforcement] said absolutely not. They were in control, and they were going to handle the situation. All of a sudden, you see this mentality of aggression that is just overwhelming, and once this machine started to go in this direction, there didn't seem there was any way to reverse it, change its direction, or slow it down. It seemed to go into a military situation at that time."

"Why did this happen? Who is making these decisions?"

Michael Stewart (Matthew Stewart's father)

"I don't believe that for one minute Matthew knew that it was police breaking into his home. They hid their vehicles across the street by the church. They snuck over in single file, being very quiet to not alert neighbors for fear that they would possibly call the resident and warn them. They had long hair, some of them, they had beards. They worked undercover. They wore black clothing. Levis. They were not in police uniforms. There were no police cars with lights in front of the house to let someone know that 'Hey, we have a search warrant.' I think [Matthew's] training [as a decorated veteran] kicked in."

From the Field

Kara Dansky, ACLU Center for Justice

"The use of paramilitary military-style tactics is not new. In fact, in poor communities of color, it's been going on for decades."

"There are certainly cases in which it is not only appropriate, but absolutely necessary for the police to use some form of paramilitary tactics, such as hostage, barricade, or active shooter situations. But there needs to be proportionality."

"If all you have is a hammer, everything looks like a nail. It stands to reason that if the federal government is giving police departments an arsenal of military weaponry, they are going to use it."

"Militarizing the police undermines public confidence in law enforcement. It makes people fear the police, and it makes people not trust the police And when you have a situation in which people fear or don't trust the police, then public safety is undermined. We don't want people to think that the police are an occupying force in their community."

Elizabeth Beavers, Legislative Associate, Police Militarism

"Particularly for people who are disproportionately affected by these policies, there is an increased tension that's going to build, and a lot of times this will only reach its climax and result in more violence that otherwise wouldn't be there. Introducing aggressive tactics and militarized tactics and weapons into an already volatile situation has a tendency to increase the cycle where the community becomes more tense and tends to react more violently, so the police react more violently toward them. And it's a self-perpetuating circle."

Radley Balko, The Washington Post

"What we see is this massive, massive increase in the use and number of SWAT teams. ... The vast majority of that increase is not because we have had a mass increase of hostage takings or active shooter situation—in fact, violent crime is down—but because we use these tactics as an investigative tool to serve search warrants to collect evidence on suspected drug crimes."

"Militarization is not just SWAT teams. It is also a mindset."

Connor Boyack, Founder/President, Libertas Institute

"The war on drugs, federally, has produced a lot of money that has then trickled down to communities. You see this heavy degree of new tools and weapons being given to police officers, but the outcome of that is that you change from the blue-shirted police officer to the battle-hardened battle gear-laden police officer who looks like a military officer ready to fight against an enemy."

"The question is, are the laws valid, are they legitimate that create these circumstances ...?
The problem is not so much the police officers themselves as it is the system and the laws they are enforcing. The issue is that we are criminalizing the possession and ingestion of drugs and then are authorizing mass quantities of violence to punish people who go in and do this."





Role Play: When the Police Knock at your Door ...

Alongside engaging in discussions about *Peace Officer*, it may be instructive to role-play in small groups using a resource developed by 100 Blacks in Law Enforcement Who Care. The following page is intended to inform groups of the different, and at times snap, decisions both law enforcement and community members make when a warrant is being served: click here to read more.

Space to Honor Law Enforcement

It is also valuable to create time to learn about the experience and lives of law enforcement officers and to recognize those who have fallen in service to their community. Here are just a few of many examples:

- Officer Jesse Kidder was hailed as a hero after a body cam video showed the rookie officer refusing to shoot a murder suspect despite the suspect charging Kidder, yelling, "Shoot me!" This incident stands in stark contrast to stories that involve police shootings under scrutiny and reminds us of the other side of the issue that is rarely discussed: the snap (and often sound) judgments officers of the law are forced to make in dangerous life and death circumstances. His actions were hailed as an act of heroism. Why is not shooting someone considered an act of heroism? Why is it instead not considered the norm? If you have technology available at your event, you may want to view a local police report of the incident here. A blog post from The Huffington Post here might be a helpful resource to consult in planning a conversation around these issues.
- Officer Kerrie Orozco, aged 29, was a seven-year veteran
 of the Omaha police force. Just hours before she was to
 take a three-month maternity leave, she was gunned down
 and killed by a suspect while serving a felony warrant.
- Officer Wenjian Liu (32) and Officer Rafael Ramos (40)
 were sitting in their patrol car in the Bedford-Stuyvesant
 neighborhood of Brooklyn when they were shot at pointblank range and killed by Ismaaiyl Brinsley (32), who later
 committed suicide.

Discuss Possible Reforms

- Discuss alternatives to Byrne grants, which encourage
 police forces to acquire military gear, that participants feel
 are more appropriate to the various circumstances and
 situations in which they'll be used.
- · Change the culture of militarization in American law enforcement, including how police are recruited and tested (intelligence and social-emotional), how they are represented in mass culture (film and television shows. news media), and how we talk about and respect one of the fundamental principles of law enforcement officers: to protect and serve. How do we want to correct the culture prevalent in some communities that reinforces an "us against them" mindset, resulting in the overreaction, brutality, and excessive force that continue to be used? It may be instructive to bring in the example of Sue Rahr, named by President Obama to join the 11-member task force on building trust between police and communities throughout the country. Rahr was the former King County sheriff who took over as executive director of the Washington State Criminal Justice Training Commission in 2012. She gained widespread attention for shifting the academy from fashioning warriors in a military mold to training "guardians" of communities, instituting approaches to policing such as LEED (Listen and Explain with Equity and Dignity), expanding crisis intervention and de-escalation training, and launching a class called Blue Courage, which cultivates "emotional intelligence" in members of law enforcement. Read more about Rahr in an article by Biz Women here.
- Recognize that SWAT teams have their place and discuss policies and conditions for when they should be deployed. As Kara Dansky from the ACLU explained in the film, "There are certainly cases in which it is not only appropriate, but absolutely necessary for the police to use some form of paramilitary tactics, such as hostage, barricade, or active shooter situations. But there needs to be proportionality." What is your reaction to her quote? What might be proportional incidences?
- Learn more and support a community-based policing culture in your community.
- Discuss how the state of Utah is addressing the concerns associated with the use of SWAT and the militarization of the police. See this NPR article, "Why Utah Is the Only State Trying to Track and Limit SWAT Style Tactics."



Resources

Staying abreast of the national dialogue regarding law enforcement, race, and public safety is critical to reform efforts moving ahead. In expanding and deepening our understanding of the issues raised in **Peace Officer**, there are a wide spectrum of opinions and organizations committed to public safety. We encourage you to explore these resources and tools, which range in mission, political affiliations, and actions. All are included to help you stay current and informed according to your priorities.

COMMUNITY & ADVOCACY ORGANIZATIONS

Note: Each resource's description is primarily adapted from language provided on the organization's website.

ACLU of Missouri Mobile Justice 2.0

The ACLU of Missouri Mobile Justice smartphone app was created to empower individuals to hold Missouri law enforcement agencies accountable for their actions.

Copwatch.org

The Copwatch Database is a permanent, searchable repository of complaints filed against police officers. It was designed and intended both to promote public safety and to ensure that police officers remain accountable for their actions.

The Counted

The Counted is a project by The Guardian, working to count the number of people killed by police and other law enforcement agencies in the United States. The organization's database combines Guardian reporting with verified crowd-sourced information

The International Association of Chiefs of Police (IACP)

IACP is a dynamic organization that serves as the professional voice of law enforcement. IACP addresses cutting edge issues confronting law enforcement through advocacy, programs, and research, as well as training and other professional services. IACP is a comprehensive professional organization that supports the law enforcement leaders of today and develops the leaders of tomorrow.

National Initiative for Building Community Trust & Justice

The National Initiative for Building Community Trust and Justice is designed to improve relationships and increase trust between communities and the criminal justice system.

National Network For Safe Communities

The National Network for Safe Communities supports cities implementing proven strategic interventions to reduce violence and improve public safety, minimize arrest and incarceration, strengthen communities, and improve relationships between law enforcement and the communities it serves.

100 Blacks in Law Enforcement Who Care

"100 Blacks" was founded in 1995 by a core group of concerned African Americans representing a variety of professions within the field of law enforcement. These individuals all shared a sense of community, cultural, and professional pride. This pride was accompanied by an unfulfilled desire to "give back" in some meaningful way.

Police Executive Research Forum (PERF)

PERF is a police research and policy organization and a provider of management services, technical assistance, and executive-level education to support law enforcement agencies. PERF helps to improve the delivery of police services through the exercise of strong national leadership; public debate of police and criminal justice issues; and research and policy development.

The Police Foundation

The Police Foundation's mission is to advance policing through innovation and science. It is the oldest nationally-known, non-profit, non-partisan, and non-membership-driven organization dedicated to improving America's most noble profession — policing.

Community Oriented Policing Services

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.



Resources

MEDIA

Al Jazeera America

"A History of Police Militarization," February 26, 2014

FiveThirtyEight Politics

"Where Police Have Killed Americans in 2015," June 3, 2015

Frontline

"What Happens When Police Are Forced to Reform," November 13, 2015

The Huffington Post

"The Militarization of the Police: Is It a Battle of Equipment or Mentality?" Part 1 of 3, May 22, 2015

The Nation

"Paramilitary Policing from Seattle to Occupy Wall Street," November 9, 2011

National Public Radio (NPR)

"Why Utah Is the Only State Trying to Track and Limit SWAT Style Tactics," August 31, 2015

"Why White House Ban on Militarized Gear for Police May Mean Little," May 21, 2015

"For Police, a Debate over Force, Cop Culture and Confrontation," September 25, 2014

"Obama to Limit Police Acquisition of Some Military-Style Equipment," May 18, 2015

The New York Times

"The Serial Swatter," November 25, 2015

The New Yorker

"SWAT Team Nation," August 8, 2013

"The Economics of Police Militarism," August 15, 2014

PBS News Hour

"What's the State of Relations between Police and Communities of Color?" January 4, 2015

PoliceOne

"Police Militarization and One Cop's Humble Opinion," August 15, 2013

Vanity Fair

"The Other Cultural Forces behind Police Brutality," June 30, 2015

REPORTS AND PAPERS

ACLU Report "War Comes Home," June 2014

Arguments Against ACLU Report "War Comes Home," July 30, 2014

American Bar Association "How did America's police become a military force on the streets?" July 1, 2013

"Militarization and Policing - Its Relevance to 21st-Century Police," Peter B. Kraska

"Militarizing Mayberry and Beyond: Making Sense of America's Paramilitary Policing,"

Peter B. Kraska and Louis J. Cubellis

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ITVS

Independent Television Service (ITVS) funds, presents, and promotes award-winning documentaries on public television, innovative new media project on the Web, and the Emmy Award-winning weekly series *Independent Lens* on Monday nights at 10 pm on PBS. Mandated by Congress in 1988 and funded by the Corporation for Public Broadcasting, ITVS has brought thousands of independently produced programs to American audiences. Learn more at itvs.org.

INDEPENDENT LENS

Independent Lens is an Emmy* Award-winning weekly series airing on PBS Monday nights at 10 pm. The acclaimed series features documentaries united by the creative freedom, artistic achievement, and unflinching visions of independent filmmakers. Presented by Independent Television Service, the series is funded by the Corporation for Public Broadcasting, a private corporation funded by the American people, with additional funding from PBS and the John D. and Catherine T. MacArthur Foundation. For more visit pbs.org/independentlens. Join the conversation at facebook.com/independentlens and @IndependentLens.







