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The logo consists of a stylized yellow and grey 'A' followed by the number '19' in white. The background of the entire page is a photograph of a man wearing a VR headset and headphones, looking down at a device in his hands. The image has a blue and purple color cast.

**A19**

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Crimes motivated by bias against a race, religion, disability, sexual orientation, gender, or other protected element of identity have a devastating impact on the victims and groups targeted, as well as the larger community. Law enforcement's response to hate crime plays a critical role in community trust and healing.



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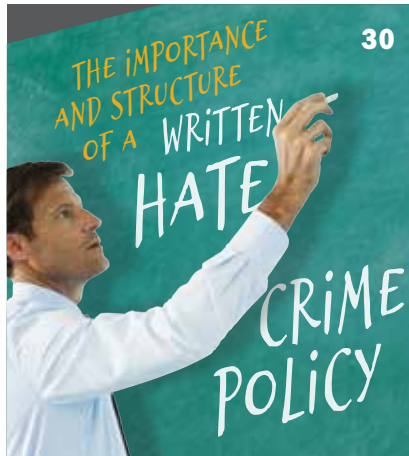
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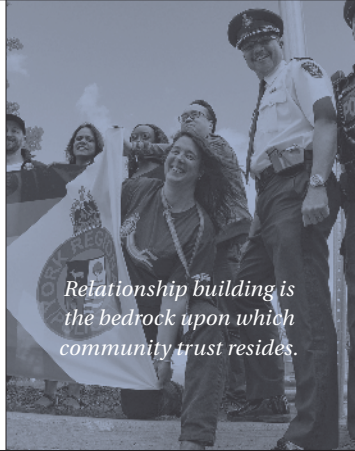
**Police Chief** articles are written by law enforcement leaders and experts. See the authors featured in this issue below.

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**Chief Ken Wallentine**

Ken Wallentine is chief of police in West Jordan, Utah, and a member of the IACP Legal Officers Section. He is a use-of-force consultant and expert witness in state and federal litigation. Chief Wallentine's newsletter, Xiphos, now in its 20th year, updates officers across the United States on criminal procedure and liability developments.



*Relationship building is the bedrock upon which community trust resides.*

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**Linda Seitz**

Linda Seitz is a 30-year police wife, as well as a mother and grandmother, and the co-founder of Huntington Beach Police Department's Support for Officers' Spouses (HBPDOS) group. She is a lay counselor and Christian life coach who also writes, speaks, and mentors women and married couples.

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**William P. Georges**

William Georges retired from the Albany, New York, Police Department as assistant chief and is currently president of the Georges Group, LLC. He is a life member of the IACP, a member of the IACP Highway Safety Committee, and a past recipient of the J. Stannard Baker Award for Excellence in Highway Safety.

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**Commander Jennifer Knight**

Jennifer Knight is a 22-year veteran of the Columbus Division of Police in Columbus, Ohio. She is currently assigned to a command in Patrol Operations. Commander Knight has served as a mediator for civil disputes and criminal cases and is certified in mediation and dispute resolution.

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**William Johnson**

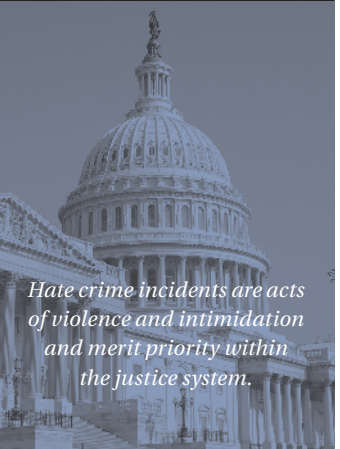
William Johnson is a doctoral candidate at George Mason University (Fairfax, Virginia) and a research assistant at GMU's Center for Evidence-Based Crime Policy. His three primary areas of research are policing, firearms, and hate crime.

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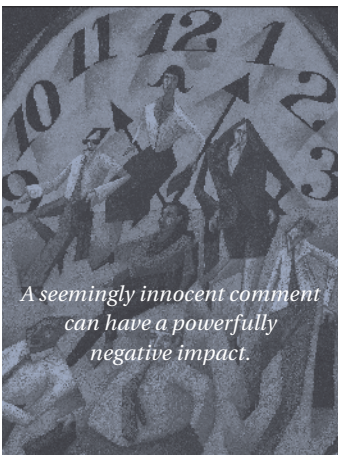


**Superintendent Heidi Schellhorn**

Heidi Schellhorn has been an officer with York Regional Police since June 1987. Her past assignments include all five districts, the Child Abuse Unit, Traffic Bureau, Hate Crimes, Criminal Investigation, and is currently assigned to Staff Services, which includes Human Resources, Member Support, Employee Relations, and Psychological Services.



*Hate crime incidents are acts of violence and intimidation and merit priority within the justice system.*



*A seemingly innocent comment can have a powerfully negative impact.*

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**David Kaye, PhD**

David Kaye is a professor of theatre at the University of New Hampshire. He is the recipient of numerous awards including the New England Theatre Conference Educator of the Year, UNH Outstanding Associate Professor, and the Lindberg Award. He is the founder and artistic director of PowerPLAY Interactive Development.

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**Chief David Kurz**

David Kurz has served in law enforcement for 44 years and as chief of police for the Durham Police Department since 1996. He is a member of an IACP advisory group and is an IACP Leading by Legacy instructor, as well as routinely conducting national training seminars. He also served as a team leader for CALEA, and he has worked with the DOJ on several initiatives.

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**Ginger Xu**

Ginger Xu is a product manager at Thermo Fisher Scientific in Massachusetts with nearly 20 years of experience in product development, project management, marketing, and operations. She has a master's degree in international management and is a certified project management professional (PMP), as well as the author of two books.

# POLICE CHIEF

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# Hate Crimes Demand Immediate Response



**Paul M. Cell**  
Chief of Police

*Montclair State University  
Police Department, New Jersey*

**THE TRAGIC EVENTS THAT HAVE OCCURRED IN CHARLOTTESVILLE, VIRGINIA; PITTSBURGH, PENNSYLVANIA; QUEBEC CITY, CANADA; DRESDEN, GERMANY; AND COUNTLESS OTHER LOCATIONS AROUND THE GLOBE SERVE AS CHILLING REMINDERS THAT TOO MANY COMMUNITIES ARE BEING TARGETED BY HATE AND THAT THESE HATE-MOTIVATED CRIMES ARE NOT CONFINED BY ANY GEOGRAPHIC BOUNDARY.**

There is perhaps no greater antithesis to the values inherent in policing than violence or intimidation in the name of hate and prejudice. World history is marred by instances where individuals have been targeted for their race, national origin, ethnicity, religion, gender, gender identity, disability, or sexual orientation. What makes hate crimes so malicious is that their impact spreads far beyond the direct victims and their families.

As police leaders, we know that hate crimes and hate incidents are heinous acts that demand immediate attention,

response, and resolution. If a hate crime is not recognized for its hatred, the responsible parties and hate groups become emboldened—and often feel like their sentiments are shared or accepted. Additionally, unaddressed hate-driven violence can lead to a cycle of retaliatory crimes.

If a law enforcement agency is viewed as not seriously addressing a hate crime, the situation can cause distrust and resentment toward law enforcement by the victims and other members of a community. Our responsibility as police leaders extends beyond just ensuring that hate crimes are thoroughly investigated; we also have a duty to reassure and provide resolution for the victims and the members in our community who might be affected.

Initial steps can be taken that can quickly bring comfort to the community. Reinforce the message that hate crimes will be investigated promptly and aggressively, thus enhancing the likelihood that the perpetrators will be apprehended and successfully prosecuted. In the case of graffiti, collect the evidence needed, take photos, write up the necessary reports, and so forth—and then quickly make all attempts to have the offending images or words removed. This simple action demonstrates to the affected community that the crime is taken seriously and the victims responded to with care. Initiatives that build

trust within our communities, reduce further victimization, and hopefully dissuade future hate crimes can lead to stronger community-police relationships and safer communities.

It is extremely important for both law enforcement and community members to report hate crimes. One of the greatest barriers to confronting and overcoming hate violence has been the lack of firm statistical data on the incidence and nature of those crimes. When community members report hate incidents and the police collect those data, the information can be a valuable tool for preventing these impactful community disturbances. Both community members and the police must send a unified message that hate is not tolerated in our communities.

Because this is such a challenging issue with broad impacts, the IACP has developed several resources to provide assistance. These resources include the following:

- Investigating Hate Crimes Model Policy and Concepts and Issues Paper
- “Responding to Hate Crimes: A Police Officer’s Guide to Investigation and Prevention,” a resource that was developed in concert with the U.S. Bureau of Justice Assistance and Office of Victims of Crime to provide best practices for aiding victims and the proper role for officers and agencies to play in responding to hate crimes.



“

*There is perhaps no greater antithesis to the values inherent in policing than violence or intimidation in the name of hate and prejudice....These crimes spread fear, anger, and toxicity in the communities and nations where they take place.*

”

- A resolution to commit to collect and analyze hate crime data and promote healing among hate crime victims, among other items.
- A forthcoming report on Enhancing the Response to Hate Crimes and Action Agenda as a result of our partnership with the Lawyers' Committee for Civil Rights Under Law.

It is essential that we continue to be an integral part of the daily lives of our community members and a voice for healing when these crimes occur.

Stay safe. ♥



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## IACP Technology Conference

The 2019 IACP Technology Conference is now open for registration. Last year's conference featured more than 40 educational presentations and 75 exhibits from industry leaders and had 750 attendees. The 2019 conference will be held May 20–22 in Jacksonville, Florida.

 **View the agenda or register at [theIACP.org/tech-conference](http://theIACP.org/tech-conference).**

### Leadership Awards

The 2019 IACP Leadership Awards are accepting applications through May 17, 2019. All IACP awards are open to both members and nonmembers. The 20+ annual awards cover a range of areas, including community safety, emerging issues, investigations, transportation safety, and more.

**Learn more or apply at [theIACP.org/awards](http://theIACP.org/awards).**



### Support for Agencies' Response to Hate Crimes

The Collaborative Reform Initiative is a program developed by the U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) to provide critical and tailored assistance resources to state, local, territorial, tribal, and campus law enforcement agencies on a wide variety of topics including hate crimes.

**To find out more and request assistance, visit [www.CollaborativeReform.org](http://www.CollaborativeReform.org).**



### PIO Midyear Conference

Registration is now open for the 2019 IACP Public Information Officers Section

Midyear Conference hosted by the Henderson, Nevada, Police Department (May 6–8). This is the only PIO conference designed solely for law enforcement. Network with colleagues from around the world and attend informative educational sessions on case studies, social media engagement, and other relevant topics for today's public information officers.

**Learn more or register at [theIACP.org/events/conference/iacp-pio-section-midyear-conference](http://theIACP.org/events/conference/iacp-pio-section-midyear-conference).**

### NEW MEMBERS LIST

Prior to February 2019, a list of New Members was published in *Police Chief*. This information has since been moved to the members-only section of the IACP website.

**If you wish to view the most recent New Members list, please visit [theIACP.org/iacp-new-members](http://theIACP.org/iacp-new-members).**



### Submit a Question for the Police Chief Mentors

In our monthly column, The Advisor, three experienced law enforcement leaders share their insight and experiences to help rising leaders and new chiefs navigate the leadership landscape and associated challenges.

Do you have a question about law enforcement leadership? Send it to [editor@theiacp.org](mailto:editor@theiacp.org), and it might be featured in an upcoming *Police Chief*.

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## Q: What are some key strategies law enforcement can implement to increase hate crime reporting?



**A:** First and foremost, build trust with your community, one contact—one community member—at a time, particularly with your populations that are most likely to be victims of hate crimes. Make it a priority to have a relationship with leaders in each community. What you measure says what matters. Measure positive contacts just like measuring traffic stops. Assign liaison officers/staff to each community. We started taking reports on hate speech incidents last year. We understand the First Amendment and how broad it is, but we also empathize with how it feels to be singled out simply because of how you look or are perceived. After all, this happens to us in law enforcement every day. Victims appreciate that we care enough to document it even when it did not reach a criminal level and are more likely to let us know when it does.

**Deanna Cantrell**  
Chief of Police, San Luis Obispo  
Police Department  
Police Professional Standards, Ethics,  
and Image Committee



**A:** The reasons for the under-reporting of hate crimes include no confidence in resolution, uncertainty about crime severity, and fear of retaliation or embarrassment. Law enforcement consistently conducting thorough hate crime investigations will significantly impact the safety of the victims, while also sending a strong message that hate crimes will not be tolerated.

Common sense approaches such as a potential hate crime checkbox on incident forms and second-level reviews help ensure crimes are not overlooked. Training officers on the nuances of bias motivators, evidence collection, and proper recording lead to better crime fighting. Everyone must know the scope of the problem—reporting accurate hate crime statistics matters. Finally, a hate crime task force should be launched comprising leaders from religious, racial, and ethnic minorities so that we can combat hate together.

**Sim Singh**  
Senior Manager, Advocacy and Policy  
The Sikh Coalition



**A:** A survey of more than 28,000 transgender U.S. residents found that 57 percent said they would not feel safe seeking police assistance if assaulted. The most basic thing police can do to encourage hate crime reporting is respect people for who they are. How officers talk to and about victims, witnesses, and even suspects should respect their gender identity. The FBI data collection manual can help departments accurately track hate crimes and respect victims. Agencies should adopt policies ensuring respect and prohibiting profiling when it comes to gender identity, guidelines for searches and booking, and public accountability for incident data and citizen complaints. Collaboration with local community advocates can help ensure success in trust-building, so police are able to work with victims and witnesses to track and solve bias crimes and other crimes.

**Mateo De La Torres**  
Racial and Economic Justice Policy  
Advocate  
National Center for Transgender  
Equality



**A:** A few pivotal measures have improved hate crime reporting at our agency in India.

1. Law enforcement should widely communicate zero tolerance for hate crime.
2. Train authorities to appreciate the languages and customs of vulnerable communities, as well as on evidence-based policing.
3. Make the reporting mechanism people-friendly by engaging professional translators. Project *Maitri* (Friendship) used the CAMP model of community policing—Consultation on felt needs with community, Adaptation of laws/procedures, Mobilization of resources, Problem-solving with participation.
4. Employ the “broken windows” theory to manage young perpetrators by engaging them in constructive activities.

**Mahesh Muralidhar Bhagwat IPS**  
Commissioner of Police Rachakonda  
2018 IACP Leadership in Human and  
Civil Rights Awardee



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# 1Q3A

Experience is often said to be the best teacher. Each month, a question asked by a new chief of police or future law enforcement executive will be answered by three experienced leaders from our mentorship panel.



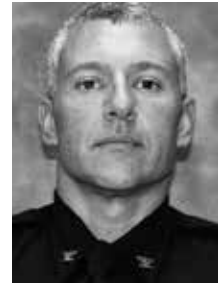
## Q: What is the most important advice you would give to a new chief?

**A1:** Chief Brandon Zuidema: My best advice would be to be yourself, not who you think others want or expect you to be. I was given that advice by my mentor and chief, Chuck Bennett, and he was spot on. In short, you have to be genuine to be successful as a leader and that shouldn't change when you become a chief. Your staff needs and deserves to know who you are and what your beliefs and priorities are, and they need to be able to trust that you will be consistent over time. You need to set the example you expect others to follow by leading in an honest and ethical manner that stems from your own beliefs and who you are as a person.

**A2:** Chief Constable Bob Downie: Always put the organization first—its mission, goal, objectives, and purpose for being. While many want to put the public first, without a clear vision and means to achieve it, you will fail to serve the public at the highest level. By focusing on the organization, you are forced to ensure the people who make up the organization are equipped and supported to achieve your organization's vision. By focusing solely on meeting the needs of staff or responding to public or political requests or demands, you run the risk of being reactionary, rather than intentional and proactive. This is tough to do in our people-first culture, but essential if you really want to serve those same people to the highest level possible.

**A3:** Chief Argatha Gilmore: Becoming a new chief has a universal appeal with prestige and perks. It impacts your personal, social, and professional life. An incredible aspect is your ability to influence other officers and a community to achieve goals. The most important advice I can give a new chief is to have a 90-day plan. Within the plan, you have to ensure a quick win, which denotes a successful goal has been accomplished. It boosts synergy in the department that you are a mover and a shaker. It allows the officers to know who you are as a leader. Get to know the culture of your department and your community. Quickly connect to the community. Get out of the office and find the community groups. You need them! ♡

## MEET THE MENTORS



**Brandon Zuidema,**  
Chief of Police

GARNER POLICE  
DEPARTMENT, NC



**Bob Downie,**  
Chief Constable

SAANICH POLICE  
DEPARTMENT, BC



**Argatha Gilmore,**  
Chief of Police

LAKE CITY POLICE  
DEPARTMENT, FL



BY

Ken Wallentine, Chief of Police, West Jordan, Utah, Police Department

# Mitigating Suicide Threat Response Risks



**HOW SHOULD LAW ENFORCEMENT RESPOND TO SUICIDE THREATS WHERE THE SUBJECT REASONABLY APPEARS TO PRESENT A RISK ONLY TO HIM- OR HERSELF? SHOULD THE POLICE RESPOND AT ALL? SHOULD POLICE FORCE ENTRY TO COMPLETE A WELFARE CHECK? OR TO ENGAGE THE SUBJECT FOR SOME OTHER PURPOSE? THESE ARE COMPLEX AND SENSITIVE QUESTIONS THAT DON'T NEATLY FIT INTO A RIGID RESPONSE MATRIX.**

Even though “to protect and to serve” isn’t a legal mandate for every call, not responding seems contrary to the perceived moral obligation to intervene with a person who is affected by

mental illness or emotional distress and is contemplating or attempting suicide. Officers are hard-wired to “do *something!*” On the other hand, as Judge J. Harvie Wilkinson of the U.S. Court

of Appeals wrote, “[L]aw enforcement will learn soon enough that *sins of omission are generally not actionable.*” (italics added)<sup>1</sup> Doing nothing may be the legally safest course, and agencies should be aware of the following risk mitigation practices that inform the appropriate response protocol.

The first principle is to not create unnecessary legal risk. The “public duty doctrine” provides great legal protection for officers. The police have a general duty to protect the public, but no particular duty to any one individual.<sup>2</sup> But when an officer creates a special relationship with an individual by making specific promises or assuming care or custody of a person, the officer may create a specific duty—a breach of which may lead to a lawsuit—where none previously existed.

The second principle is to follow Fourth Amendment principles. An officer responding to a suicide threat won’t typically have either a warrant or consent to enter a home. Consider carefully whether there is a sound basis for making a warrantless entry. If relying on a family member’s consent to enter, question whether the family member has apparent authority to consent. Once engaging the subject, analyze whether there is solid justification for seizing the person, whether to transport

the subject to a mental health facility or to jail.

Courts considering warrantless entry for a welfare check generally side with an officer who is acting on reasonably reliable information suggesting an obvious emergency. However, when the report stems from anonymous uncorroborated sources, it isn’t likely that the entry will be justified by the emergency aid doctrine.<sup>3</sup> When officers investigated a report that a vulnerable elderly man was at risk, family members refused to allow officers into the home and refused to bring the man to speak with the officers. Adult protective services, acting on a report from the man’s relatives, asked the police to investigate. Officers forcibly entered to check on his welfare. The court found that the emergency aid doctrine articulated by the U.S. Supreme Court in *Brigham City v. Stuart* justified the entry, as the officer had reasonably reliable information.<sup>4</sup>

The third principle is to train officers to pause to ask, “What’s the mission?” and to perform a priority of life analysis. Is the mission to take a weapon from the subject? Secure the subject for a mental health examination? Prevent harm to family members or others? In many, if not most, suicide threat calls, there is adequate time to wait for contact until a supervisor and additional resources can arrive. One of the best risk



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*The police have a general duty to protect the public, but no particular duty to any one individual.*

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mitigation tools that agencies can provide is an experienced sergeant on scene.

Beyond not creating a legal duty, what steps should officers take? The immediate risk analysis must explore whether the subject is armed or if there are weapons in the home, whether anyone else is inside, and whether they can be safely evacuated. Other considerations include any history of prior suicide or self-harm attempts; the subject's mental health history; and whether family members, friends, or therapy providers might have helpful information or be better suited to make contact.

The desire to do something, concern over resource drain, or worry about the inconvenience of blocked streets, can get in the way of deliberate decision-making. For example, in *Glenn v. Washington County*, police responded to a report that a drunk teenager was smashing windows and doors in his home and in nearby cars. When friends failed to calm him, and he pulled out a pocket knife and threatened to kill himself, his mother called police. She reported that he was “out of control, busting our windows, and has a knife and is threatening us.”<sup>5</sup>

When the first deputy arrived, a family member told the deputy that the teen was by the garage and “we have him calmed down.”<sup>6</sup> The deputy approached the

teen with his gun drawn. Closing to approximately 10 feet away from the teen, the deputy shouted at the teen to drop the knife. A friend asked the deputy to calm down and said that the teen had only threatened to hurt himself. Within a few minutes, additional deputies arrived. In less than four minutes, deputies fired eight beanbag rounds and eleven bullets, resulting in the teen's death.

The mother sued for wrongful death, arguing that the deputies could have been more patient and calmed and de-escalated the situation. The U.S. Court of Appeals held that the deputies were not entitled to qualified immunity. Acknowledging that the officers could have lawfully used some force to thwart the suicide attempt, the court noted,

*[W]e are aware of no published cases holding it reasonable to use a significant amount of force to try to stop someone from attempting suicide. Indeed, it would be odd to permit officers to use force capable of causing serious injury or death in an effort to prevent the possibility that an individual might attempt to harm only himself. We do not rule out that in some circumstances some force might be warranted to prevent suicide, but in cases like this one the “solution” could be worse than the problem.<sup>7</sup>*

Acknowledging that it was required to view the facts in the light most favorable to the plaintiff (the decedent's mother), the court listed alternatives that the deputies could have employed, such as evacuating the family members and friends via an obvious safe exit route; not closing the distance—instead moving back as they apparently could have done; recognizing that the teen posed little, if any, immediate threat to anyone beside himself; and attempting persuasion instead of shouting commands and expletives.<sup>8</sup> Though the court acknowledged that the deputies had no legal duty to attempt any of these tactics or any other de-escalating alternatives, the availability of alternatives could be considered in determining whether the deputies should be protected by qualified immunity.

In *Glenn*, the court suggested that it may well have been better for the deputies to have done nothing in the face of a subject with a knife. Many agencies train officers in the concept of tactical repositioning or, as some call it, tactical withdrawal, in suicide threat calls. Tactical repositioning implies tactical thinking and deliberate decision-making. Responding officers are not “doing nothing;” they're choosing to take action that reasonably appears to be the least risky based on careful analysis.

It is easy to criticize the response in hindsight. That's just what the U.S. Supreme Court cautioned against in *Graham v. Connor*.<sup>9</sup> Cases like this are training opportunities to teach officers to step back, analyze the need for an urgent response, consider the priorities of life, and explore response options, including the choice to tactically reposition if possible. Even so, it is necessary to acknowledge the harsh truth that the subject might act on the suicide threat after police leave. ▣

NOTES:

<sup>1</sup>*Estate of Armstrong ex rel. Armstrong v. Village of Pinehurst*, 810 F.3d 892, 913 (4th Cir. 2016) (Wilkinson, J., concurring).

<sup>2</sup>*Greer v. Ivey*, 242 F.Supp.3d 1284, 1296 (M.D. Fla. 2017). The public duty doctrine applied to an officer who shot a man with mental illness where the officer did not create or permit the danger; take the subject into police custody; detain the subject; or otherwise expose the subject to danger.

<sup>3</sup>*Kerman v. City of New York*, 261 F.3d 229 (2nd Cir. 2001).

<sup>4</sup>*Brigham City v. Stuart*, 547 U.S. 398 (2006); *Batt v. Buccilli*, 725 Fed. Appx. 23, 26 (2nd Cir. 2018); “We conclude that it was (at least) debatable that [the officer] had an ‘objectively reasonable’ basis for deducing that an individual inside the Batts’ house required medical attention.”

<sup>5</sup>*Glenn v. Washington County*, 673 F.3d 864, 867 (9th Cir. 2011).

<sup>6</sup>*Glenn v. Washington County*, 673 F.3d 868.

<sup>7</sup>*Glenn*, 673 F.3d at 872.

<sup>8</sup>*Glenn*, 673 F.3d 868.

<sup>9</sup>*Graham v. Connor*, 490 U.S. 386, 396 (1989). Where the court asserted “The ‘reasonableness’ of a particular use of force must be judged from the perspective of a reasonable officer on the scene, rather than with the 20/20 vision of hindsight.”

BY

Linda Seitz, Co-Founder, Support for Officers' Spouses, Huntington Beach Police Department, California

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# Educating the Police Spouse



**LINDA SEITZ WAS WALKING DOWN A SEEDY STREET IN PORTLAND, OREGON, WITH HER FAMILY WHEN, UNEXPECTEDLY, HER ENTIRE BODY FROZE, AND SHE BEGAN TO SHUDDER WITH FEAR. ALTHOUGH HER HUSBAND URGED HER ALONG, LINDA COULDN'T MOVE. SHE HAD JUST PASSED AN ALLEYWAY THAT SEEMED AS THOUGH IT WAS THE SCENE OF HER HUSBAND'S LINE-OF-DUTY SHOOTING MANY YEARS PRIOR.**

Linda's body was stiff as the events replayed in her mind. The darkness was brewing, there were bodies rolling around fighting on the ground, and her husband's fellow officer in training unsure about getting involved—and the eventual horror of the outcome. The emotions and fear simply paralyzed Linda as she stood by the alleyway.

But it wasn't the same alleyway as her husband's shooting—it wasn't even in the same city or state. Linda thought that perhaps her mind was just playing tricks on her. However, she later sat in on Dr. Gina Gallivan's Peer/Trauma Support Training class at her husband's agency, Huntington Beach Police Department (HBPD), and Dr. Gallivan mentioned the signs and symptoms of Vicarious Trauma, otherwise known as Secondary Post-Traumatic Stress Disorder (PTSD).

Linda was familiar with PTSD, but Vicarious Trauma was new to her. When Linda relayed the story to Dr. Gallivan of that weird night in Portland, she immediately empathized and indeed confirmed that Linda's reaction is exactly what one would expect

from a stored memory, even though the person reacting had no involvement in the original situation (the shooting, in this case). Just *hearing* the detailed story of her husband's shooting was enough for Linda's mind to recreate the scene, the smells, the sounds, and the fear. Yet, she never realized the memory had been stored until it replayed vividly in front of her on an otherwise uneventful night.

#### **HBPD SUPPORT FOR OFFICERS' SPOUSES**

In the Peer/Trauma Support class, Linda was in a position that allowed her to receive training directly from a licensed clinical psychologist who specializes in police and public safety and is extensively trained in treating PTSD. Unfortunately, not every police spouse has this opportunity.

With the training and experience from her background as a biblical counselor and life coach and a 28-year police marriage that has lasted the test of time under her belt, Linda (along with her co-founder) began Support for Officers' Spouses (SOS) for HBPD. The spouses in this group gather, share information, empathize with one another, and post helpful and educational articles, but, most of all, these individuals know that if something happens, they have each other for support. The support group offers participants the priceless commodities of being known, understood, and valued.

The HBPD chief and his team have created a welcome package for all new officers to be handed out at the department's swearing-in ceremony. The SOS has given the team some basic verbiage

on how and why the spousal support group was created, along with contact information in case an officer's spouse or family member ever has any questions. A copy of the book *I Love A Cop* is included in the package, as well as information from the department's Peer Support Team regarding common symptoms of a stress reaction.

This is what Huntington Beach, California, has done, but wouldn't it be a worthwhile call to action for the police community to make certain that every spouse of every officer has this information at their fingertips? Just having this basic knowledge can help reduce anxiety and remove the surprising nature of what one can expect as a police spouse.

#### **RECOMMENDATIONS FOR POLICE SPOUSE SUPPORT AND EDUCATION**

In order to adequately support and educate police spouses, the following information should be readily available from the department:

- **The signs and symptoms of PTSD.** This information is imperative for the spouse to be aware of the physical, cognitive, emotional, and behavioral responses following a critical incident. Spouses are the first line of defense for their officers, and they see what happens day in and day out. The spouse has a well-rounded view of the officer and can make a judgment call as to whether his or her behavior has changed after a critical incident or if there has been a concerning change over time due to the nature of the job.
- **Ways to communicate with the officer.** The spouse should be given tips and guidelines as to how to talk

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*Spouses are the first line of defense for their officers, and they see what happens day in and day out.*

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about work with an officer. The officer might not want to talk about a work incident; the officer may also need some time to process when first getting home from work. Knowledge of this can create a more understanding and supportive environment in the home. The spouse might also need to know a good way to introduce the idea of going to counseling or gaining a mentor that could help the officer through the tough times and how to encourage the officer to reach out to the support available, if needed.

- **The signs and symptoms of Secondary PTSD.** Just hearing the traumatic incident or general day-to-day tough scenes an officer has been involved in or witnessed can create an emotional response of helplessness, fear, suffering, and depression for a spouse. Or, as in Linda's case, those emotions can be stored and come out unexpectedly in situational fear and terror. Knowing that experiencing these feelings is “normal” can be very helpful when evaluating one's own emotional health and well-being.
- **The possible feeling of isolation.** The spouse of an officer should be aware that not many non-law enforcement friends will be able to relate to their new lifestyle and the changes that come with it. Family events will not always be attended, vacation dates might have to change, even the places the family frequents will be different and dependent upon the officer's comfort level.
- **The training the officer has received.** When an officer is in the academy, the spouse might



get a partial blow-by-blow of what the officer's day entailed, but there is so much more. The general idea of "combat" and the fact drilled into officers' heads that "you are the one going home tonight" is good, but it can create an overwhelming power response. Typical marital and home-centered disagreements might require more patience and look a little different as the officer comes to terms with the "never be weak" mind-set and learns that conflict at home is different than conflict during work.

## CONCLUSION

Educating police spouses is a considerate way to address the sometimes confusing and all-encompassing police life they are brought into when their spouses join the profession. Law enforcement is not only the officer's career—but also the family's new lifestyle. Everything is different when a cop lives in the house, and these pieces of information are what the family needs in order to prepare well. The spouse is the first line of defense for an officer's well-being and having some key knowledge related to the life and job of an officer is imperative and can help save a marriage and a family.

Whether this information is provided in a packet, a pamphlet, an email, or a social media post, leaders can be sure that it will be well-received and might even become a rapport-building tool between the agency's administration and the spouses, creating a more "familial" environment within the department.

Police marriages can be strained, police families can be confusing, and police shifts can leave officers and spouses drained. Putting some form of spousal education in place can help police marriages stand on a more solid foundation of knowledge and hope, benefiting the family, the officer, and the agency. ♡

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BY

William P. Georges, Assistant Chief (Ret.),  
Albany, New York, Police Department

# Traffic Safety's Critical Role in the Law Enforcement Mission



**LEADERSHIP IS AN IMPORTANT CONCEPT IN LAW ENFORCEMENT, AND EVERY MEMBER OF AN AGENCY FROM THE CHIEF EXECUTIVE TO FIELD TRAINING OFFICERS SHOULD STRIVE TO BOTH LEAD AND PROVIDE GUIDANCE TO PERSONNEL THAT RESULTS IN LONG-TERM BENEFITS FOR BOTH THE AGENCY AND THE COMMUNITY IT SERVES. THERE ARE NUMEROUS FACTORS AND CHANGING SITUATIONS THAT NEGATIVELY IMPACT EVERY COMMUNITY, AND, AS A RESULT, AN AGENCY'S PRIORITIES ARE CONSTANTLY SHIFTING.**

One of the factors that is omnipresent is traffic safety. Illegal and unsafe driving are problems that negatively impact every community. From crashes and the related problems that result from them to neighborhood complaints about speeding and other violations, traffic safety is a daily issue affecting law enforcement; as such, traffic safety should be a core component of every agency's overall mission.

While the first reaction to this statement may be "sure, we do traffic," often, traffic

enforcement is sometimes viewed as a "have to do," but not a "need to do." Also, at times, traffic-related activities are decreased due to factors such as shifting priorities and assignments, increased calls for service, decreased personnel levels, and so forth. It is important to understand why maintaining or, in some cases, beginning or enhancing a comprehensive traffic safety program is important and how this activity can provide myriad benefits to a community and enhanced overall public safety.

First of all, as simple as this statement may sound, traffic enforcement is law enforcement! Every traffic stop is basically an investigation. Did the motorist knowingly commit the violation? Are there extenuating circumstances? Is the driver impaired and, if so, by what means? Are the occupants of the vehicle really who they say they are? Is there additional criminal activity beyond the initial reason for the stop? With a crash investigation, especially in a serious crash, an in-depth investigation must

be conducted. What actions or factors contributed to the crash? Are there traffic violations and, if so, what are they? Is the driver impaired? Is the driver properly licensed? What other factors might have contributed to the crash? Investigators must interview witnesses, examine physical evidence, determine the minimum initial speed each vehicle was traveling, determine if there are possible vehicle defects, take measurements and photos, do scale drawings, and carry out other related investigative tasks. The skills required for these law enforcement duties are similar to any other investigation—and it's just as important that these investigations be taken seriously and be performed with diligence.

A comprehensive traffic safety plan can benefit a community and its residents in many ways, including reducing unsafe driving, contributing to investigations, and improving community-police relations. In order to capitalize on a traffic safety plan's full potential, it is necessary to examine the different areas that can be affected and the components that can be initiated by an agency.

## DECREASING CRASHES AND UNSAFE DRIVING

When one speaks of traffic safety, the mission of reducing crashes and unsafe driving is understandably what most people think of first—and with good reason. Most law enforcement personnel are familiar with crash data, but the numbers are worth mentioning. Every year, crashes kill or seriously injure people while also costing millions in medical, lost property, and other costs. In 2017, the National Highway Traffic Safety Administration (NHTSA) reported that 37,133 people were killed in traffic crashes in the United States. While efforts in enforcement, education, engineering, and EMS have slightly decreased this number in the past few years, the current death and injury rates on U.S. roadways are still alarming. This is not only a traffic safety problem, but

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*Traffic safety should always be mission critical for both the agency and its personnel.*

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also a public health problem. What do data show about the impact on your community? How can law enforcement improve this dangerous condition and better safeguard community members? The answer is clearly a comprehensive traffic safety program, and a variety of efforts and initiatives can be conducted by a single department or, as has been done in many jurisdictions, by multiple agencies working together in a single operation, thus expanding the area covered by the initiative and using collaboration as a force multiplier.

#### **CRIME AND TRAFFIC SAFETY**

Effective and balanced traffic enforcement can often lead to the discovery of or leads for other criminal offenses. One need only look to general news sources to see cases where an initial traffic stop led to additional criminal investigations or arrests. From driving while impaired by alcohol or drugs, to the possession of narcotics or firearms, to human trafficking and wanted persons, traffic stops often are the foundation for other criminal arrests. With good investigative skills, traffic stops can often result in additional charges. As a result, increasing traffic enforcement does have the potential to also increase other types of criminal apprehensions.

It is also important to monitor, analyze, and understand the relationship between crime and traffic safety in a jurisdiction. Using the Data-Driven Approaches to Crime and Traffic Safety (DDACTS) model can greatly enhance an agency's analysis of both crash and crime activity and the nexus between them.

This NHTSA program, developed in partnership with the IACP and several other organizations, provides the framework for analysis of timely and accurate data as they relate to both traffic enforcement and crashes and to crime and has proven very useful in effective analysis and personnel deployments. Additional information on DDACTS can be found on NHTSA's website at [www.nhtsa.gov](http://www.nhtsa.gov).

#### **TRAFFIC ENFORCEMENT AS A COMPONENT OF COMMUNITY POLICING**

For many community members, a traffic stop may be the only contact that they will ever have with law enforcement, so educating people about the importance of traffic safety is a key factor in these encounters. Just issuing a citation negates an opportunity to positively interact with community members. It is important that they understand the dangers of unsafe driving and the heartache that it has the potential to cause them and others. Officers need to ensure that community members understand that traffic enforcement is not done for revenue generation and is conducted in locations where data show that dangers exist or when a violation is observed. Some agencies offer motorists a pamphlet explaining how or why traffic safety benefits their community. There are obviously several options that law enforcement personnel have when stopping a person for an offense. There is a citation, a warning ticket, or an oral warning, among other options, but the most important actions are terminating the offense and educating the offender. Having community members understand the importance of traffic safety and the positive impact that it can have on their quality of life through both enforcement and educational efforts, such as child safety seat checks, pedestrian and bicycle safety, impaired driving informational sessions, and other activities, can be an integral part of a community policing model.

#### **ALLIED ORGANIZATIONS**

There are numerous organizations, both public and private, that are available to assist an agency with its traffic safety mission. One of the most important is a state's Highway Safety Office (SHSO). Every law enforcement agency should maintain a good relationship with its SHSO and take advantage of its expertise and resources. In addition to NHTSA and SHSOs, the following allied organizations

can assist agencies with a variety of matters, including data and analysis, programs, material, and subject matter expertise:

- American Association of Motor Vehicle Administrators (AAMVA)
- Federal Highway Administration (FHWA)
- Federal Motor Carrier Safety Administration (FMCSA)
- Federal Railroad Administration (FRA)
- Foundation for Advancing Alcohol Responsibility (FAAR)
- Governors Highway Safety Association (GHSA)
- Mothers Against Drunk Driving (MADD)
- National Safety Council (NSC)
- Safe Kids Worldwide

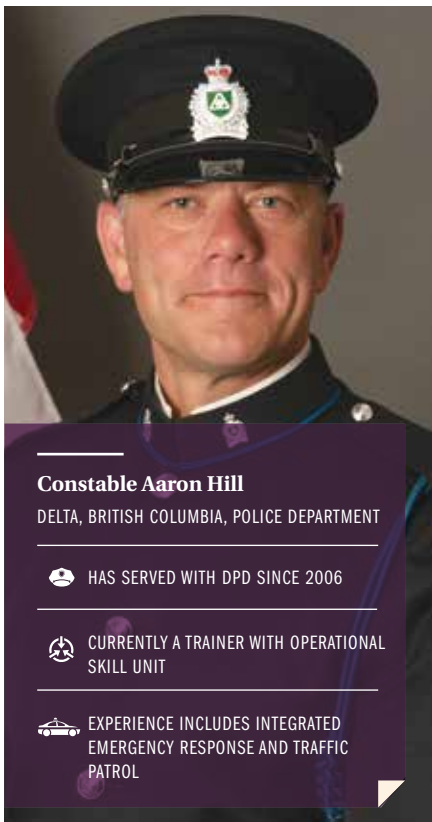
Additionally, IACP's Highway Safety Committee is a resource for IACP members. The committee comprises representatives from international, federal, state, county, and municipal agencies, along with representatives from allied organizations. The committee and its members are available to assist IACP members with traffic safety issues.

From a serious vehicle crash, to a resident's complaint of cars speeding through the neighborhood and endangering children, to other problems caused by traffic-related issues, law enforcement agencies are impacted by traffic safety on a daily basis. Maintaining a comprehensive traffic safety program consisting of data-driven enforcement, education, and engineering as a core component of an agency's mission will serve to enhance public safety, work as a part of community policing efforts, and ultimately produce positive benefits. Traffic safety should always be mission critical for both the agency and its personnel. ♡

*Bend Don't Break* is available to the public for Android and Apple devices via Google Play Music and iTunes, respectively, or on DPD's website at [deltapolice.ca/podcast](http://deltapolice.ca/podcast).

# Bend Don't Break

A Podcast Shares Stories of Police Officers Overcoming Adversity



**WHEN DELTA POLICE DEPARTMENT'S CHIEF NEIL DUBORD APPROACHED CONSTABLE AARON HILL ABOUT SHARING HIS LESSONS LEARNED IN RESILIENCY WITH HIS FELLOW OFFICERS, CST. HILL KNEW HE WANTED TO DO SOMETHING INNOVATIVE AND A LITTLE DIFFERENT. AFTER SOME THOUGHT, HE BROUGHT THE IDEA OF TO THE CHIEF. THE IDEA OF A PODCAST, WHICH CST. HILL CREDITS TO HIS WIFE, EVENTUALLY EVOLVED INTO *BEND DON'T BREAK*, A PODCAST SERIES WHERE OFFICERS AND OTHER FIRST RESPONDERS SHARE THEIR STORIES OF OVERCOMING PERSONAL AND PROFESSIONAL ADVERSITY.**

While the project is still in its early days—the first podcast was released in November 2018, and the plan is to release one each month—the Delta Police Department has found it to be a very positive project for those involved.

To get the series off the ground, Cst. Hill approached some colleagues who he knew had faced their own challenges.

The team also knew that these experiences couldn't be unique to DPD, so they reached out to some other agencies and have already recorded a number of future podcasts that include first responders from outside DPD.

The first podcast was the first one Cst. Hill and Chief Dubord, as well as other team members, had ever worked on, so it took a few months from its conception to its launch. The project came with a steep learning curve, but Cst. Hill describes it as “an interesting process,” adding, “It's been fun.”

In a profession that requires emotional, mental, and physical strength, it can be difficult for first responders to discuss adversity, especially as many stories involve elements of the participants' personal lives, including their families. Cst. Hill is clear that it's not easy to share these experiences: “You are really putting yourself out there... for me, that was a real challenge.”

The podcasts follow a format in which Chief Dubord interviews the individual who is sharing his or her story. This lends the series an interesting perspective because listeners get the first responders' firsthand experience, while also hearing some of a leader's perspective. This unusual blend makes the podcast applicable to a wide swath of the first responder community. Chief Dubord points out, “I also think there's another takeaway there—for leaders at all levels to be able to understand the perspective of someone going through a very tough situation.”

In addition to the dual perspective, the podcast series features incredibly varied experiences. Cst. Hill, whose story is featured in the inaugural edition of *Bend Don't Break*, talks in his interview about the experience of facing a complaint alleging he used excessive force at the same time he was diagnosed with type 1 diabetes. Another DPD officer shared the story of having a second-degree murder charge filed against him after a shooting. Recent interviewees also

## RECOMMENDATIONS

DPD's experience of starting a podcast from the ground up has taught them some lessons along the way. For other agencies interested in exploring podcasts, they offer the following recommendations:

- Ensure you have or can access the equipment needed for good sound production and quality.
- Be prepared for elements such as editing, show notes, promotion, and platform compatibility. Producing a podcast takes attention to detail and planning.
- Know what your message is and why it matters.
- Select the right guests and make sure they stay on focus with what the audience is expecting.

include a retired fire chief who oversaw a massive wildfire evacuation and a retired police chief who speaks about the on-duty death of an officer.

Judging by feedback from within and outside DPD, *Bend Don't Break* is achieving its goal of sharing these stories of adversity both to show other first responders that they are not alone in the challenges they face and to give members of the public a behind-the-scenes perspective. “It's been amazing, actually,” says Cst. Hill of the response. He's experienced supportive feedback from colleagues and from first responders beyond DPD.

“For a few years now, we first responders have been talking rather openly about the importance of mental health and wellness,” says Chief Dubord. “We thought it was time to take another step to shine a brighter light and give our officers and other first responders a way to share their stories in their own words.” ☺





## Research abounds on topics related to law enforcement and criminal justice, and it can be difficult to sift through it all. Informer breaks down three studies for law enforcement leaders to help keep them up to date.

### THE NATURE OF BIAS CRIME INJURIES

The fundamental reason for enacting bias crime statutes, which increase penalties for bias-motivated behavior compared to otherwise motivated crimes, is the difference in the severity of injury. Some argue that hate crime victims sustain multidimensional physical, psychological, and behavioral injuries, so these crimes warrant a proportionately severe punishment. This argument is further emphasized by the notion that hate crimes not only affect the targeted victim, but also the groups to which victims belong. However, arguments opposing the enactment of hate crime statutes also have merit.

Accordingly, the current study explores whether bias crimes are more detrimental than non-bias crimes by comparing the severity and scope of hate- and non-hate-motivated injuries. By using incident-level data from the National Crime Victimization Survey (NCVS), scholars analyzed the physical injuries and psychological trauma to NCVS participants during 2013. This study took several variables into account, including whether the incident was bias motivated, whether weapons were involved, whether the incident involved multiple offenders or strangers, and whether drugs or alcohol were involved. Results show that victims of hate crimes were significantly more likely to suffer physical injury and psychological trauma than victims of non-hate crimes. These findings support the argument that hate crimes are likely to cause more harm than otherwise motivated crimes.

Matthew D. Fetzer and Frank S. Pezzella, "The Nature of Bias Crime Injuries: A Comparative Analysis of Physical and Psychological Victimization Effects," *Journal of Interpersonal Violence* (October 2016).

### THE LIKELIHOOD OF INJURY AMONG BIAS CRIMES

The U.S. government has continuously acknowledged the distinctive nature of hate crime injuries through new and updated legislation. Forty-five U.S. states, the District of Columbia, and the federal government now include statutes that increase penalties when offenders perpetrate hate crimes against protected classes of victims. Such unlawful bias-driven conduct arguably results in more severe injuries relative to non-biased conduct, thus necessitating a proportionately severe penalty. This study explores the following questions:

- Does the situational context vary between bias and non-bias motivations?
- Are general bias crimes more likely to result in serious physical injury than non-bias crimes?
- Are specific bias types more likely to result in serious physical injury than non-bias types?

The researchers analyzed data from the 2010 National Incident Based Reporting System.

Findings include both similarities and differences between bias and non-bias crime experiences. Victims of bias crimes are more likely to be minority males and attacked by strangers, and bias crimes are frequently committed by multiple offenders, without weapons, in public places. When examining whether bias crimes were more likely to result in injury than non-bias crimes, the researchers found no significant difference between bias and non-bias victims based on race, ethnicity, sexual orientation, religion, or disability. However, when comparing specific types of bias, victims of anti-white and anti-lesbian crimes were significantly more likely to experience a serious injury.

Frank S. Pezzella and Matthew D. Fetzer, "The Likelihood of Injury Among Bias Crimes: An Analysis of General and Specific Bias Types," *Journal of Interpersonal Violence* 32, no. 5 (2017): 703–729.

### VARIABILITY IN THE USE OF MISDEMEANOR ARRESTS BY POLICE AGENCIES FROM 1990 TO 2013

Arrest for minor offenses such as vandalism, drug abuse violations, gambling, or loitering has become a common tool that some police departments employ to fight crime and disorder in the United States. Referred to by some as "broken windows" or "zero tolerance" policing, several large police agencies notably and significantly increased their use of arrest for misdemeanors in the 1980s, 1990s, and 2000s. However, was this the case for all large law enforcement agencies in the United States? The study's results show that, there are four distinct long-term patterns of their use of misdemeanor arrests from 1990 to 2013. Some agencies significantly increased their use of arrests for minor crimes while others did not. Scholars found that agencies with similar patterns in agencies' use of misdemeanor arrests were not similar on characteristics such as poverty level, changes in ethnic or racial composition, population density, or crime rate. This finding suggests that the decision to increase the use of arrest for minor offenses may have been a policy choice influenced by factors not detected in this study. ♡

Cynthia Lum and Heather Vovak, "Variability in the Use of Misdemeanor Arrests by Police Agencies from 1990 to 2013: An Application of Group-Based Trajectory Modeling," *Criminal Justice Policy Review* 29, no. 6–7 (July 2018): 536–560.

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# LAW AND POLICY CONSIDERATIONS IN RESPONSE TO HATE CRIMES

## **THE TERM “HATE CRIME” HAS BECOME A FAMILIAR COMPONENT OF EVERYDAY DISCOURSE.**

The public is routinely confronted with media coverage of incidents involving potential criminal actions that appear to have been motivated by hate or bias. But what is the legal definition of a hate crime? What are the challenges related to these offenses, and how do they differ from offenses where bias is not the perceived motivation? Finally, what are the issues facing the law enforcement officers tasked with identifying, investigating, and successfully prosecuting hate crimes?

**BY**  
Jennifer Knight,  
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Division of Police

## **HATE CRIMES AND BIAS INCIDENTS**

The FBI's Uniform Crime Reporting (UCR) Program defines a “hate crime” as a committed criminal offense that is “motivated, in whole or in part, by an offender’s bias against a race, religion, disability, sexual orientation, ethnicity, gender, or gender identity.” The hate crime offense is still considered a crime of bias even if the offender was mistaken in his or her belief that the targeted person was a member of a specific group, as long as the offender was motivated by bias against the group. While statements by individuals or groups that espouse bias or appear to promote hate create public anger and turmoil, these actions alone are not crimes—only where hate serves as the motivation for a criminal offense can the successful prosecution of a hate crime result.

Not only do hate crimes and bias incidents have a significant impact on the victims and groups targeted, they also have a devastating effect on the larger community. The law enforcement response in the wake of these offenses can either quell fears and reassure a victimized community,

or it can allow prejudice and anger to fuel further violence.

Several recent high-profile events have incited public outcry and focused attention on how bias crimes are investigated and prosecuted. On August 12, 2017, an incident in Charlottesville, Virginia, at a planned “Unite the Right” rally by white nationalists, drew national attention to hate crimes. A Dodge Challenger driven by James Alex Fields Jr. sped into a crowd of counter-protestors, killing Heather Heyer, a 32-year-old paralegal. Fields, a 21-year-old man known in high school for being fascinated with Nazism and idolizing Adolf Hitler, was recently convicted on all counts, including first-degree murder, for the death of Heyer. James Fields still faces federal hate crime charges.

More recently, on October 27, 2018, a man armed with an AR-15-style rifle and at least three handguns stormed into the Tree of Life Congregation synagogue in Pittsburgh, Pennsylvania. Shouting anti-Semitic slurs, the assailant shot indiscriminately into the crowd. He killed 11 congregants and wounded 6 others in a rampage described as

**Figure 1: 2017 UCR Trends in Hate Crime Reporting**

↑ **23%**

**A 23 percent increase in religion-based hate crimes.** The 1,564 crimes reported in 2017 was the second highest number of religion-based crimes ever, surpassed only in 2001 in the aftermath of the September 11 terrorist attacks.

↑ **37%**

**A 37 percent increase in attacks on Jews,** accounting for 60 percent of all religion-based hate crimes, the highest of any targeted religious group. There were 938 crimes against Jews in 2017, up from 684 in 2016.

↑ **18%**

**An 18 percent increase in race-based crimes,** accounting for 58 percent of all hate crimes last year. Crimes against African Americans were the plurality of these and accounted for 28 percent of all reported hate crimes.

↑ **24%**

**A 24 percent increase in hate crimes against Latinos.** There were also significant increases in the number of hate crimes directed against Arab Americans (100 percent), Asian Pacific Americans (20 percent), and Native Americans (63 percent).

↑ **5%**

**A 5 percent rise in crimes directed against LGBT individuals,** rising from 1,076 crimes in 2016 to 1,130 in 2017.

Information was reported by the Anti-Defamation League and extrapolated from the 2016–2017 FBI *Hate Crimes Statistics Act* (HCSA) report (<https://www.adl.org/news/press-releases/adl-calls-on-leaders-to-redouble-efforts>).

among the deadliest against the Jewish community in the United States.

In the wake of these high-profile incidents, the U.S. Department of Justice (DOJ) has renewed its commitment to the enforcement and prosecution of federal hate crime statutes. The DOJ has also increased resources and training opportunities for federal, state, and local law enforcement officers to further facilitate the effective identification and prosecution of these offenses.

In addition to federal hate crime legislation, a majority of U.S. states have also enacted statutes designed to enhance penalties for bias-related offenses. While the concept of a hate crime as a crime that targets a specific victim group is generally understood, there is little consensus among states on identifying victim groups. Thirty-two states include those with mental or physical disabilities in their list of victim groups. Thirty-one states include sexual orientation as a group identifier. Five states and the District of Columbia impose tougher penalties for crimes based on political affiliation. Four states (Georgia, Indiana, Utah, and Wyoming) have no state hate crime laws.

## **LEGAL FOUNDATION FOR FEDERAL HATE CRIME LEGISLATION**

In 1968, the U.S. Congress passed the first federal hate crime statute, and since that time, the DOJ has been tasked with enforcing federal hate crime laws. The 1968 statute made it a crime to use, or threaten to use, force to willfully interfere with any person because of race, color, religion, or national origin and because the person is participating in a federally protected activity, such as public education, employment, jury service, travel, or the enjoyment of public accommodations, or helping another person to do so. At that time, Congress also made it a crime to use, or threaten to use, force to interfere with housing rights because of the victim's race, color, religion, sex, or national origin.

In 2009, Congress passed the Matthew Shepard and James Byrd Jr. Hate Crimes Prevention Act, expanding the federal definition of hate crimes. This legislation was designed to provide prosecutors with an additional legal mechanism for charging perpetrators of crimes motivated by race, religion,

## **U.S. HATE CRIME STATISTICS**

While the FBI statistics on hate crime incidents in the United States continue to record an increase in reported offenses, law enforcement officials and many legal experts indicate the numbers of offenses might be significantly higher than reported. In its annual *Hate Crime Statistics Act* (HCSA) report, the FBI reported 7,175 hate crimes in 2017. This reflects a 17 percent increase from similar crimes reported in 2016. In turn, 2016 reflected a 5 percent increase over 2015 statistics. While statistics appear to indicate an increase in bias-related offenses, one challenge to identifying and addressing the issue of violence related to hate crimes is the historical lack of consistent reporting on a national, state, and local level. The Hate Crime Statistics Act of 1990, developed as a component to the FBI's Uniform Crime Reporting (UCR) Program, was designed to fill this gap and collect data on "crimes that manifest evidence of prejudice based on race, religion, sexual orientation, or ethnicity." The HCSA has since been expanded to include reporting on crimes based on disability, gender, and gender identity. Although passage of the HCSA has resulted in an increase in the reporting of these types of incidents, participation in this national reporting program is voluntary, making any analysis of the extent or increase in hate crime incidents challenging. Some states have responded to the need for better reporting, with 27 states and the District of Columbia enacting statutes mandating the collection of hate crime statistics. In 2017, FBI statistics under the HCSA were derived from 16,149 law enforcement agencies, the highest level of participation since the enactment of the HCSA in 1990. This also reflects a 6 percent increase in the number of agencies reporting compared to 2016. However, at least 91 cities with populations exceeding 100,000 people either failed to report any data to the FBI or reported zero hate crimes during the recording period.



gender, disability, gender identity, national origin, and sexual orientation. The Shepard-Byrd Act was the first statute allowing federal criminal prosecution of hate crimes motivated by the victim's actual or perceived sexual orientation or gender identity.

While the Shepard-Byrd Act expanded the federal definition of hate crimes, states faced legal challenges based on free speech rights under their hate crime statutes, which were sometimes perceived to punish the defendant's biased thoughts. What constitutes a hate crime and dictates when a prosecution can successfully pursue this enhanced charge is controlled by

the 1993 U.S. Supreme Court case of *Wisconsin v. Mitchell*. In that case,

*the U.S. Supreme Court unanimously found that penalty-enhancement hate crime statutes do not conflict with free speech rights because they do not punish an individual for exercising freedom of expression; rather, they allow courts to consider motive when sentencing a criminal for conduct which is not protected by the First Amendment.*

This decision marked the first time the U.S. Supreme Court upheld a bias crime statute and has permitted states to defend such statutes on the grounds that they are not an interference with

the expression of prejudicial ideas, but instead a punishment of those views when coupled with criminal conduct.

## THE ARGUMENTS FOR AND AGAINST HATE CRIME STATUTES

The DOJ asserts "[h]ate crimes have a devastating effect beyond the harm inflicted on any one victim." Advocates of hate crime laws argue that hate crimes victimize entire communities and leave entire groups feeling fearful, vulnerable, and persecuted. Hate crime statutes seek to provide additional protections to groups that have historically been subjected to discriminatory and violent attacks. These laws also raise awareness and provide for the persistent prosecution of offenders. Bias-motivated offenses have the potential to spur public outcry, encourage reprisals, embolden additional attacks against the victim class, and create an environment ripe for escalating hostility and violence. Proponents of hate crime legislation maintain that hate crimes are insidious in their impact on communities as a whole and only through enhanced penalties can deterrence be achieved.

Critics of hate crime laws argue that increased penalties for crimes against certain specific groups of individuals challenge the concept of equality before the law. Hate crime laws create a system that separates classes of victims and assigns penalties based on membership in the class. Consequently, critics argue, hate crime statutes elevate certain crime victims based on nothing more than race, gender, sexual orientation, religion, or another identifying characteristic, making some victims more important than others. Many critics contend that hate crime legislation enhances penalties with the goal of punishing people for their speech or

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beliefs. In the United States, speech, including hate speech, is constitutionally protected and should not be a mechanism for criminal prosecution. In view of these criticisms, it is worth noting that legally defensible hate crime statutes are crafted to punish only *criminal acts* that target victims because of their race, religion, or other protected characteristic; these statutes do not criminalize speech, including what might be considered hate speech.

## THE CHALLENGE OF PROSECUTING HATE CRIMES

Hate crime prosecutions face special challenges because of the high burden the prosecution bears in proving that the defendant's bias indeed motivated the crime. The prosecution is tasked with proving beyond a reasonable doubt not only that the defendant committed the underlying crime, but also that the crime was specifically motivated by bias. This requirement of proof of motive can discourage prosecutors from charging offenders under a hate crime statute.

Understanding the distinction between motive and criminal intent is an important component in building a successful hate crime case. Intent is the desire *for* a particular consequence to result from an action. Motive, however, explains the perpetrator's desire *behind* the consequence. U.S. law generally imposes criminal liability on an individual's intent to commit a crime, but it makes no judgment about the motive behind that intent. Thus, hate crime statutes are unique in their requirement to prove what motivated the criminal actions of the defendant, and accused individuals seldom provide an explicit admission of their underlying motivations. Therefore, investigators and prosecutors must often rely on inferences drawn from circumstantial evidence to prove what existed only in the mind of the perpetrator at the time of the crime. Adding to this challenge, the Rules of Evidence generally limit a prosecutor from introducing evidence of prior biased conduct by the accused. The Federal Rules of Evidence, for example, allow character evidence related to motive only under narrow constraints, and courts are wary of admitting evidence that might be prejudicial to the jury.

There is also a challenging contrast between the public perception of a hate crime and the legal definition, which requires proof of a biased motivation for successful prosecution. This rift in understanding can explain the public outcry for justice when law enforcement is initially hesitant to charge offenders under a hate crime statute. Law enforcement officials recognize the need for caution and extensive investigation in the wake of what initially

## HATE CRIME ACROSS EUROPE

Hate crime is in no way a uniquely U.S. phenomenon. While hate crime legislation has not yet become the norm worldwide, many European countries recognize, report, and prosecute hate crimes as distinct from other criminal acts. Unfortunately, this crime appears to be on the rise in many regions of the world, including Europe.

According to the Office for Democratic Institutions and Human Rights (ODIHR) report, 5,843 hate crime incidents were recorded by participating countries and civil societies in 2017.

In the United Kingdom, law enforcement officers in England and Wales recorded a 40 percent rise in hate crimes based on religion (8,336 in 2017–2018, up from 5,949 reported in 2016–2017).

Although France has reported a decline in hate crimes in general (330 fewer incidents in 2016 than in 2017), during 2017, almost 40 percent of racially or religion-biased violent crimes were committed against Jews (up from 20 percent in 2016). During this same time period, hate crimes against Muslims also increased, albeit slightly. In general in 2017, there were 882 incidents in France motivated by racism and xenophobia, followed by 623 incidents motivated by the perceived gender identities or sexual orientation of the victims, 311 anti-Semitic attacks, and 95 incidents reported against Muslims.

In Germany, during 2017, hate crimes and hate speech incidents jumped to more than double the previous year's number, from 3,598 to 7,913. The highest increase occurred in incidents with a xenophobic bias, followed by anti-Semitic and anti-Muslim crimes and hate speeches.

Norway reported an increase in hate crimes, as well: in 2016, there were 466; in 2017, there were 549 incidents. The majority of these hate crimes (373 incidents) were motivated by racism and xenophobia.

Greece reported a significant increase from 40 hate crimes reported in 2016 to 128 in 2017 (more than thrice the prior year's number). Over half of those reported hate crimes were motivated by racism or xenophobia (72 incidents), followed by crimes motivated by the victims' perceived sexual orientation or gender identities (13 reported incidents).

Italy reported 1,048 hate crimes in 2017; an increase over the reported 736 hate crimes in 2016. The overwhelming majority of the hate crimes reported by Italy in 2017 were motivated by racism or xenophobia (828), followed by hate crimes motivated by bias toward people with disabilities (157).

To learn more about hate crimes reported across Europe, see <http://hatecrime.osce.org>.

## Additional Resources

- “An Introduction to Hate Crime Laws” (Anti-Defamation League)
- “The of Motive in Hate Crimes: The Argument Against Presumptions of Racial Motivation” by James Morsch (*Journal of Criminal Law and Criminology* 82, no. 3, 1992)

appears to be a bias-related offense in view of the additional burdens placed on the prosecution. This response typically angers community members in the days following an apparent bias crime. The tragic deaths of three Muslim students in Chapel Hill, North Carolina, on February 10, 2015, is an example of a situation in which community pressure can burden local authorities to pursue hate crime offenses. In that case, a neighbor of the victims, Craig Hicks, was charged with first-degree murder following the incident. However, local authorities maintained the execution-style deaths were caused by a dispute over parking, rather than the victims’ religion (and, thus, not a hate crime), and members of the community were outraged.

It is possible for the U.S. federal government to bring criminal charges under the Shepard-Byrd Act in cases where local authorities decline to prosecute an offense as a hate crime. However, this merely changes the forum for the charge without alleviating the evidentiary burden. Cases at the federal level require the same proof of motivation; federal investigators will be searching for the same evidence of bias as their local counterparts.

It is important to note that there are procedural gateways to a federal hate crime prosecution. Before the DOJ Civil Rights Division prosecutes a hate crime under the Hate Crimes Prevention Act of 2009, the Office of

the Attorney General must certify, that either (1) the state does not have jurisdiction; (2) the state has requested that the federal government assume jurisdiction; (3) the verdict or sentence obtained pursuant to state charges did not demonstratively vindicate the federal interest in eradicating bias-motivated violence; or (4) a prosecution by the United States is in the public interest and necessary to secure substantial justice. In the seven years since the passage of the Shepard-Byrd Act, the DOJ has charged 72 defendants and convicted 45 defendants under this statute. In total, as of July 15, 2016, the department has charged 258 defendants for hate crimes under multiple statutes over a period of seven years.

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## LAW ENFORCEMENT RESPONSE TO HATE CRIME

Law enforcement agencies at all levels of government must be prepared to respond to any act of violence or intimidation motivated by hate or bias. Hate crime incidents have an impact not only on the victim, but also on all those who are members of the victim's class and on the community as a whole. Bias crimes can splinter a community and carry a high potential for an escalation of violence or reprisal. Each agency should develop policy guidelines for identifying, responding to, investigating, and reporting incidents of hate crimes. The DOJ provides resources and training opportunities for federal, state, and local law enforcement officers to provide U.S. law enforcement agencies with the necessary tools to respond to these offenses. The FBI also provides guidance for law enforcement agencies on recognizing the criteria for a hate crime, including identifying objective evidence concerning bias motivation. The IACP Law Enforcement Policy Center's Model Policy and Concepts and Issues Paper also provide a foundation for the development of agency-specific hate crime policies.

The development of standard policy and protocols must be coupled with specific training for first responders and investigators that will support the successful prosecution of these offenses. Agencies should develop a mechanism to work with other local, state, and federal partners in efforts to gather intelligence and ensure personnel are familiar with organized hate groups and potential suspects in their areas. The immediate post-incident collection of evidence that supports a motivation of bias directly linked to the offense is critical to the successful prosecution of a hate crime offense.

Although statements made by the defendant during the commission of the crime may be the strongest evidence of a biased motivation, evidence of bias can be supported by several other factors. A defendant's affiliation with a group that advocates hatred for certain groups, the possession of literature that promotes bias, the defendant's own writings, and evidence located at the site of the crime all contribute to the totality of evidence necessary for successful prosecution.

As stated previously, hate crime incidents receive significant media coverage and create fear in both the targeted group and the larger

community. Any response by law enforcement must include media engagement, victim assistance, and protection for those in the targeted group in the period following the incident. Agencies must take the initiative in communicating with the public to assuage fears and reduce the potential for additional violence. As such, an established partnership between law enforcement, advocacy groups, and community leaders provides a foundation for communication and is crucial for an effective response in the wake of a hate crime incident.

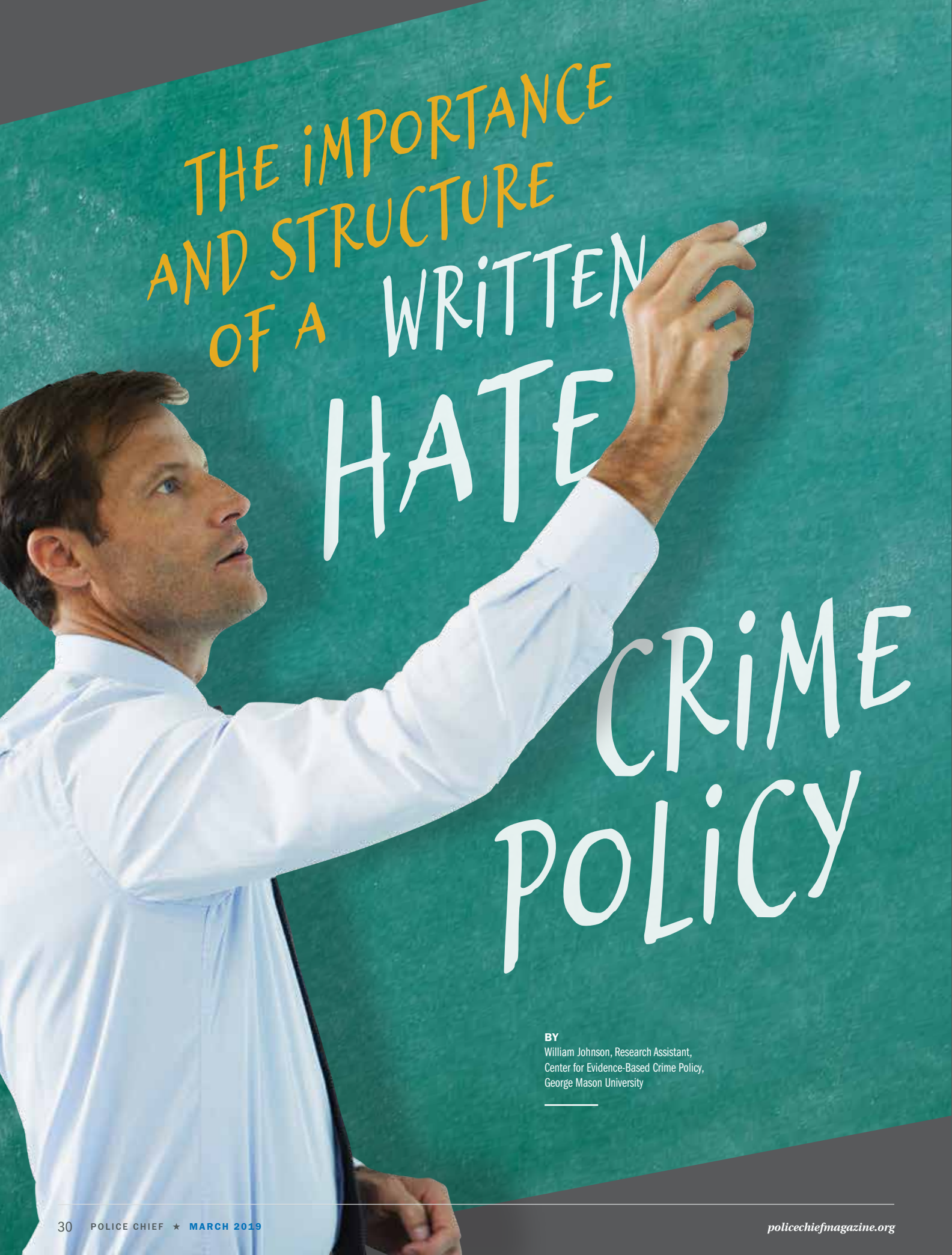
## CONCLUSION

When an individual commits a crime motivated by bias and intentionally targets another based on their membership in a specific class, a charge under a hate crime statute is appropriate. Hate crime incidents are acts of violence and intimidation and merit priority within the justice system. While this type of offense largely targets individuals, the consequences of these crimes ripple out far beyond that of the intended victims. While bias and intolerance cannot be criminalized, hate crime statutes are a critical mechanism for confronting criminal actions motivated by bigotry. Law enforcement agencies must be prepared to provide an immediate and coordinated response to effectively investigate these offenses, aid the victims, and restore order and calm to the whole community. Success is built on a foundation of effective planning, comprehensive personnel training, and good community relations. ♡

### IACP RESOURCES

- Responding to Hate Crimes: Police Officer's Guide to Investigation and Prevention
- Hate Crime in America Policy Summit
- Investigation of Hate Crimes: Concepts and Issues Paper

theIACRorg

A man in a white shirt and dark tie is shown from the side, looking up and to the right. He is holding a piece of white chalk in his right hand, positioned as if he has just finished writing or is about to write on a green chalkboard. The chalkboard is the background, and the text is written on it in a mix of yellow and white, hand-drawn fonts.

THE IMPORTANCE  
AND STRUCTURE  
OF A WRITTEN

HATE

CRIME  
POLICY

BY

William Johnson, Research Assistant,  
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**THE INCREASE OF REPORTED HATE CRIMES IN FBI DATA**, now for a third straight year, demonstrates clearly the continued importance of law enforcement agencies having a specific plan in place for responding to these crimes in their communities. Unfortunately, research to date has found that bias-motivated offenses are often undetected and underreported compared to other crime types. This poses a major challenge for policing hate crime; thus, a primary task is to identify ways to improve the identification of hate crimes when they happen. Written policies play an important role: commonly cited officer concerns are uncertainty about how to respond to hate crimes and ambiguity in the law. Written policy can serve as a bridge between hate crime legislation and implementation of that law by providing officers with information and a standard that the agency expects them to follow. Research supports the positive impact of a written policy, with a study of California police agencies finding that the existence of a written policy on hate crime increased reporting by 38 percent. If made publicly available, written hate crime policies might also increase reporting from victims by communicating clearly that the department's policy includes responding to and investigating these incidents.

While the existing research has shown that written policies serve to improve police agencies' ability to respond to hate crime, research has found that many police agencies currently do not have a hate crime policy. A 2001 study with a national sample of police agencies found that only 37.5 percent of agencies reported having a written hate crime policy. A 2005 study of California police agencies found that 44.7 percent of agencies in the state did not have a written hate crime policy, and a study conducted by this author of Maryland law enforcement agencies found that 43 percent of those agencies did not have a written hate crime policy. It is important to note that California and Maryland are both states with robust hate crime legislation; it is highly likely that states with less robust hate crime laws have higher percentages of law enforcement agencies without hate crime policies, which would explain the lower percentage of agencies with a hate crime policy found in the national-level study. The good news here is that this presents an opportunity for agencies to take the relatively easy step of policy development, which can be expected to improve their ability to respond to hate crimes in their communities.

To further aid law enforcement agencies that are considering creating or updating a written policy on responding to hate crimes, this study conducted a content analysis of 47 written hate crime policies from police agencies across the United States. Agencies from the two largest cities and counties in their respective states were selected for the search, and, if they had a written policy publicly available, the policy was included in this evaluation. Additional written policies collected from Maryland in this author's previous work were also included in the analysis. As is the case with the diffusion of many other police tactics, technology, and policies, the experience of police agencies who already have written hate crime policies can serve as an asset to agencies considering creating their own and helps to determine which policy areas police agencies have found most important to include in their policies. The content analysis coded all text into distinct content areas, creating new content areas if the text could not fit into one of the existing defined areas. At the end of the coding process, nine distinct content areas emerged as components of written hate crime policy. A discussion of each of the nine follows, along with a section of sample text to help illustrate what content in this area looks like.

**DEFINITION (included in 98 percent of sampled policies):** While the concept of hate crime remains constant across jurisdictions, the specific details of which classes are protected under hate crime legislation and what criminal activity qualifies as a hate crime differs from state to state and between state and federal law. For this reason, it is important that written policies include a definition, and, as such, it is not surprising that this is the most commonly included element in the sampled policies.

**Example:** "any offense or unlawful act that is motivated in whole or in substantial part by a person's, a group's, or a place's identification with a particular race, religion, ethnicity, gender, age, disability, or sexual orientation (including gay, lesbian, bisexual, and transgender) as determined by the commanding officer, hate crime task force."

**REPORTING PROCEDURE (included in 96 percent of sampled policies):** When an incident is considered as a hate crime, it is likely that the reporting procedure will differ from the normal procedure for the base offense. This applies to both reporting within the agency and external

DEFINITION

REPORTING  
PROCEDURE

DESIGNATION OF  
RESPONSIBILITY

INVESTIGATIVE  
PROCEDURE

VICTIMS

SPECIAL EMPHASIS

HATE CRIME  
INDICATORS

OUTSIDE PARTNERS  
AND RESOURCES

TRAINING



reporting to state and federal crime reporting systems. Addressing the reporting process in the written policy helps to ensure it is followed and reduces instances where incidents are initially investigated as hate crimes but are not followed up as such, or are investigated as such but not included in crime reports as hate crimes.

**Examples:** “All Hate Crime Offenses are identified through the National Incident-Based Reporting System”; “Police Intelligence Unit shall analyze Hate Crime trends and provide quarterly reports to the Police Chief.”

**DESIGNATION OF RESPONSIBILITY (included in 94 percent of sampled policies):**

Following the initial identification of the crime as a potential hate crime, multiple options exist for designating responsibility for the investigation, including specialized hate crime units or an investigator in the agency who specializes in hate crime. Agency considerations, including the size of the agency or the training plan, can determine what option the agency selects, but, in any case, including the designation of responsibility in the written policy is important to help ensure that the initial reporting officer knows to whom to forward the case.

**Example:** “The detective squad member is responsible for conducting the investigation unless relieved by hate crime task force personnel. The hate crime task force is responsible for the determination as to whether the occurrence is, or is not, biased.”

**INVESTIGATIVE PROCEDURE (included in 91 percent of sampled policies):**

In addition to including who is responsible for conducting the investigation, written policy can also specify what investigative steps should be taken at each stage of the process. This can include specific steps both for the initial responding officer and the follow-on investigator.

**Example:** “Where it appears to the first officer on the scene that an incident is the result of hostility between individuals or groups whose primary motivation results from the difference in race, ethnicity, gender, sex, age, disability, religion, or sexual orientation, that officer will...”

These first four policy areas all deal with largely mechanical questions of how police will handle hate crime. They define what hate crime is, how it should be reported, who oversees the investigation, and what the proper investigative process is. Given the foundational nature of these policy elements, it is not surprising that they are each included in over 90 percent of the 47 policies in this study. The following policy elements are characteristic of policies that went beyond the mechanical details of the response to provide additional useful guidance to their officers or members of the public. As such these policy elements were included less frequently but are still worth considering as important policy elements.

**VICTIMS (included in 72 percent of sampled policies):**

This policy area refers to statements made in the written policy that makes specific reference to the impact of hate crimes on individual victims or the larger targeted group and directs special care for working with these victims. Hate crimes are often intended to convey a message to victims that they are not wanted in a certain area or that they should hide who they are. Because of this element of intimidation, hate crime victims often have increased fear of re-victimization and fear that others in the community, perhaps to include the police, will sympathize with this view and not take the crime against them seriously. Making note of the specific impact hate crime has on victims and the larger targeted group helps remind responding officers to consider this element, which can improve the interaction between the officers and the victim and community.

**Example:** “Reassure the victim(s) that the community wants the perpetrators identified and prosecuted, that the ‘statement’ made by the malicious act does not represent the attitude of the community, and that they will receive the full protection of the police department.”

**SPECIAL EMPHASIS (included in 70 percent of sampled policies):** In some respects, the existence of a written policy on a subject area is, in and of itself, a statement of special emphasis. However, a majority of the policies in this study made a point of explaining in the policy why addressing hate crime is important. These statements can serve two important functions. First, they serve as a statement to anyone outside the agency viewing the policy that the department views hate crime as something worthy of a robust police response, which can serve both to strengthen the relationship between the police and the community and help individuals feel more confident in reporting hate crime to the police. Secondly, the statement serves as a tool to set the tone for officers in the agency, clearly stating that this is something the department takes seriously and expects its officers to do likewise.

**Example:** “To more fully appreciate why such an aggressive approach to Hate Crimes is necessary, one needs only to consider what makes these violations unique.”

**HATE CRIME INDICATORS (included in 64 percent of sampled policies):** While virtually all written policies included a definition of hate crime, many went beyond that



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# HATE CRIME POLICY

to also provide officers with a list of potential indicators they could use to help identify when an incident might fit under that definition. These provide officers examples of common indicators they should be mindful of—to include things that they might see, hear, or consider, such as where the incident occurred or if it happened on a day of special significance to the potentially targeted community. This further helps to remove ambiguity in the minds of officers regarding what a hate crime is or how to identify it.

**Example:** “Because motivation is subjective, it is difficult to know with certainty if a crime was the result of the offender’s bias. However, while no single fact may be conclusive, facts such as the following, particularly when combined, are supportive of a finding of bias and may help define motivation... Bias-related spoken comments/phrases, publications, flyers, and business cards; display of certain emblems (e.g., Nazi swastika); gestures were made or passed out by the offender(s) that indicated his/her bias/hate; the incident occurred on the anniversary of, or the same date or time as, prior incidents or public events related to a particular racial, color, ethnic, age, or sexually oriented group or on a religious holiday.”

**OUTSIDE PARTNERS AND RESOURCES (included in 47 percent of sampled policies):** In addition to resources within the law enforcement agency, police officers, victims, and family might find assistance from outside partners and resources. These can come in the form of other law enforcement agencies, state civil rights offices and commissions, or advocacy groups. Officers can refer to the policy to find these resources, either for their own knowledge while responding to or investigating a hate crime, or to provide additional resources to victims.

**Example:** “The department will place special emphasis on partnership with various law enforcement agencies, organizations dedicated to combating hate crimes, and the community.”

**TRAINING (included in 25 percent of sampled policies):** Training was, by a significant margin, the least frequently included policy element. However, it is likely that this is not due to an absence of training on hate crime but rather the structure and purpose of the written policy itself. The policy elements above are related to the agencies’ responses after a hate crime has been committed and is intended to inform those inside and outside the department of what the response should be. Training on hate crimes can be something that would happen as part of the departments’ larger training programs and, depending on the level of training, might happen at the academy, as an annual refresher training, or as a special class for designated officers, for example, members of a hate crime unit. Given this distinction, it is likely that most agencies are not including mention of training in the written policy because they see it as a broader training topic. An advantage of including mention of training in the written policy is conveying that the training is happening to any outside readers of the policy.

**Example:** “It is expected that all members of the Department receive at least the general training in Hate Crimes. That training, and the specific training required for Classifiers and Hate Crime Response Team members, shall be the responsibility of the Training Section of the Police Department.”

## ACTION ITEMS

Given the need to improve the initial identification of hate crimes and the important role written policies can play in furthering that goal, the following action items are encouraged for law enforcement agencies to consider. The above research is intended to serve as a resource for these action items.

- Agencies that have yet to adopt a written hate crime policy should work to do so. The content areas discussed in this article can serve as guidance for the development of a written policy and what ground other written policies are covering. Agencies may also find

it useful to refer to other partner law enforcement agencies who already have a written policy as an additional resource.

- Agencies that already have a written hate crime policy should review their policy to ensure that it is up to date with any changes in law and that it is comprehensive enough to provide clarity to officers. Some of the content areas listed above may provide agencies with expanded content for their written policies to provide additional guidance to their officers.

## CONCLUSION

Following the 2011 National Defense Authorization Act, the U.S. Department of Defense significantly reformed its policies and training regarding the reporting of sexual assault, providing service members with clearer pathways to reporting and investigating sexual assault. These efforts led to an increase in reporting and a corresponding decrease in the estimated amount of overall offending. Law enforcement agencies have the collective opportunity to generate a similar result with hate crime by creating or updating written hate crime policies that provide clearer pathways for reporting hate crimes, along with the ability to reduce the overall amount of offending in their communities. ♡

### IACP RESOURCES

- Investigations of Hate Crimes Model Policy
- Increasing Law Enforcement Awareness of and Enhancing the Response to Hate Crimes and Crimes Motivated by Bias (resolution)
- Unbiased Policing Model Policy

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CASE STUDY

# HATE | CRIME PREVENTION

## York Regional Police Builds Trust with LGBTQ2S Community

BY  
Heidi Schellhorn, Superintendent,  
York Regional Police, Ontario





### “WHY DOES THE LGBTQ2S COMMUNITY NEED A PRIDE PARADE?”

This question has been asked by many people over the years, including members of the York Regional Police. Although the question has become much less frequent in recent years, the response remains as relevant today as it was 30 years ago when the concept was less familiar. Police service delivery to all communities, and specifically to the LGBTQ2S (lesbian, gay, bisexual, transgender, queer, and two-spirited) community, merits attention and entails the intention to build bridges and foster strong relationships. The parade represents not only celebration of a community, but also commemoration of a history reflective of violence, oppression, and victimization. The importance of policing from a perspective of respect and inclusivity is of continuing relevance. So what can police leaders do to build bridges with the LGBTQ2S community in the improved provision of service, while ensuring safety for all?

According to the Canadian Human Rights Commission,

*Every person in Canada—regardless of whom they love, or how they identify or express their gender—has the right to live free without fear of discrimination, violence or exclusion, and to be fully included and embraced in all facets of Canadian society.*

As they uphold this right, law enforcement leaders have an important opportunity to demonstrate anti-hate sentiment through the provision of inclusive and equitable services to all while also building greater community trust and confidence.

### HATE TARGETS THE LGBTQ2S COMMUNITY

Incidents of hate crime have a ripple effect. When one member of a community or identifiable group is attacked, that entire community or group of people is victimized. Law enforcement’s corporate messaging, strong leadership, and timely response are essential to the restoration of safety and security within a victimized community.

In November 2018, the Federal Bureau of Investigation revealed an increase of 17 percent in reported hate crimes in the United States for 2017 over the previous year. Increases in the numbers of reported hate crime incidents is a disturbing reality in many countries around the world.

In 2017, the Human Rights Campaign reported that approximately 29 known criminal deaths of transgender people occurred in the United States, representing the highest number recorded to date.

Despite the protection of civil rights enshrined within Canada’s Constitution and the Canadian Charter of Rights and Freedoms, in 2016, the number of discrimination complaints received by the Canadian Human Rights Commission “related to sexual orientation (52) was the highest in nearly a decade.” Additionally, Statistics Canada reveals that police-reported hate crime indicates that violence against the lesbian, gay, bisexual, and transgender community is the most severe form of hate crime in Canada; of those victimized, 42 percent reported an injury.

According to the Trans PULSE Project (a research study of social determinants of health among transgender, transsexual, or transitioned persons),

### THE ORIGIN OF PRIDE PARADES

On June 28, 1969, police officers raided the Stonewall Inn, a prominent gay bar in Greenwich Village, New York. Clients and bystanders physically fought back and hundreds rioted for the following six days. On the first anniversary of the raids, June 28, 1970, the Christopher Street Liberation Day March was organized and is referred to as the first gay pride event in New York. Our interactions of yesterday and today demand more of us. To forge our future, leaders must be mindful of history, in order to build community trust and confidence.

which surveyed 433 transgendered persons in Ontario, 20 percent of those surveyed had experienced physical or sexual victimization for being transgender. In addition, 34 percent of respondents reported being verbally threatened or harassed, and 24 percent reported police harassment.

Transgender people in Ontario face not only indifference, prejudice, and hatred, but also anti-trans violence. According to Statistics Canada, almost 6 in 10 reported hate crimes targeting those of a specific sexual orientation are violent. An estimated 369 transgender or non-binary people have been killed globally within the past year. In Canada, 74 percent of trans youth report harassment at school, and 37 percent have encountered physical violence.

Within the Regional Municipality of York, in 2017, 11 percent of all reported hate crimes targeted the LGBTQ2S community. Community confidence builds trust and a greater willingness to report. The increase of reported incidents of hate against the LGBTQ2S community may be a reflection of a closer relationship between the community and police based upon open communication, but sadly, an increase



of reports also confirms the rise in intolerance locally, nationally, and internationally.

During the process of reporting anti-transgender violence, victims may be identified by the incorrect gender in local police statements and reports. Organizational policies addressing how law enforcement process and house transgendered prisoners assist members in respectfully serving the changing demographics of the entire community.

## HATE CRIME PREVENTION IN THE YORK REGION

York Regional Police's jurisdiction consists of 1,756 square kilometers (1091 sq. miles) of land and Lake Simcoe, which is approximately 350 square kilometers. (217 sq. miles). York Region is also home to more than 450 schools and 300 places of worship. The police agency's approximately 2,300 sworn and civilian members, together with 500 dedicated volunteers, serve a community of 1.2 million residents that is not only one of the most culturally rich in Canada, but also one of the country's safest.

The mandate of the York Regional Police hate crime prevention program is premised on strategic community engagement and education. As the demographic landscape of the region diversifies, hate crime prevention initiatives involve networking with vulnerable groups including cultural, religious, ethnic, indigenous, and LGBTQ2S groups in order to safeguard against hate crime victimization. Protecting communities against hate is accomplished through collaboration and engagement with social service agencies, the judiciary, and community—all working together toward integrated approaches to hate crimes and their prevention.

Members of the York Regional Police Hate Crime Unit routinely attend post-secondary schools, high schools, cultural and community centers, and places of worship; liaise with community leaders; and engage in hate crime prevention and education. Additionally, members receive ongoing training, attend quarterly hate crime investigator meetings, and meet with designated hate crime prosecutors in addition to training members and new recruits.

## COLLABORATING WITH THE COMMUNITY

Communication and trust are essential components to the success of any partnership. York Regional Police continues to build its relationship with the local LGBTQ2S community and is engaged in various initiatives with community partners, including the following organizations:

- Family Services York Region: Rainbow Network
- Egale
- Gay York Region
- PFLAG (Parents, Friends of Lesbians and Gays)
- York Pride
- ACYR (AIDS Committee of York Region)

In order to enhance our communication and relationship with the LGBTQ2S community, partners, and stakeholders, in 2017, York Regional Police established a Community Consultative Committee (CCC). The CCC provides the opportunity for respectful, candid dialogue between York Regional Police and community partners representative of the LGBTQ2S community. At regularly scheduled meetings, members of York Regional Police and partner agencies (ACYR, PFLAG, and York Pride) collaborate and work together with a shared vision of improving community relations and deepening trust in service delivery to the LGBTQ2S community.

The success of this deepening partnership manifests in such initiatives as the We Belong Breakfast and member participation in the York Region District School Board's SpeakOUT Conference. York Regional Police hosted the We Belong Breakfast at the agency's headquarters, and the event was attended by community leaders and politicians, members of the York Region business community, and various partners and stakeholders from the LGBTQ2S community. A panel comprising Marilyn Byers (co-founder of the Richmond Hill PFLAG chapter) and Haran Vijayanathan (Alliance for South Asian AIDS Prevention), and the parade marshal for the 2017 Toronto, Ontario, Pride Parade participated in a moderated discussion during the event. Each panelist provided their personal history of coming out as a member or ally of the LGBTQ2S community and emphasized the importance of partnerships and open dialogue. The panelists, their stories,



Chief Eric Jolliffe  
engages with  
community.



and their message were positively received and overwhelmingly supported by those in attendance.

Although the 2018 event was York Regional Police's first We Belong Breakfast, the event sold out, with all net proceeds donated to partner agencies in their support of the LGBTQ2S community. Feedback after the event was positive, confirming the importance of community partnerships in the education about and prevention of hate crimes—that very same day, an attendee wrote to Chief Eric Jolliffe:

*At times, there is division between the police force and the LGBT community, and often people focus on the negative; we fail to celebrate or promote the positive things that are being done together... what I saw this morning all starts with the "Tone at the Top."*

## LEADERSHIP DRIVES CHANGE

Leadership takes resolute courage. York Regional Police Chief Eric Jolliffe's leadership in the area of diversity, equity, and inclusion includes the implementation of 17 recommendations that concentrated on identifying strategies York Regional Police could use to further enhance relationships with the region's many diverse communities, including newcomers to Canada from regions of the world where community trust and confidence in policing are rare or entirely absent.

One of the many significant recommendations made through Chief Jolliffe's research was the creation of York Regional Police Internal Support Networks (ISN). ISNs are voluntary networks designed to help specific, self-identified groups share information and experiences, while providing mentoring and guidance in an effort to ensure all members of YRP develop both personally and professionally. ISNs reflect specific groups of members, both civilian and sworn, who volunteer their time. They can be composed of members reflective of a specific gender, sexual orientation, race, culture, ethnicity, faith, disability, or any combination thereof.

The ISNs provide members with safe forums that facilitate the sharing of information, experiences, and common interests through personal and professional support and development. Today, in line with the vision of Chief Jolliffe, York Regional Police has the following ISNs:

- York Regional Police (YRP) Pride ISN
- Afro-Caribbean Canadian ISN
- Can Be Conquered ISN (Cancer)
- Christian YRP Member ISN
- Women in Leadership ISN
- Young Professionals Network ISN

Under the leadership of Chief Jolliffe, the York Regional Police Diversity, Equity, and Inclusion Bureau has undergone major expansion and now consists of 12 full-time members. The bureau's mandate focuses on extensive community engagement, relationship building, and community partnership opportunities for learning about and understanding of ethno-cultural, religious, marginalized, and vulnerable communities toward the building and maintenance of a safe, welcoming, and inclusive community.

## YRP Pride Internal Support Network

In 2014, York Regional Police members who identify as part of the LGBTQ2S community created the YRP Pride ISN. This ISN emerged from a conversation between a civilian member and a sworn member, both whom are reflective of the LGBTQ2S community, about their personal experiences in policing. Together, they built awareness of the ISN through organizational messaging. Today, the ISN is comprised of approximately 40 members, both civilian and sworn, and is reflective of the LGBTQ2S community and its allies.



Left: Members of YRP and partner agencies raise the flag at headquarters.

Right: Gender-neutral signage at York Regional Police headquarters.



### Critical Partnerships and Initiatives

One of the numerous initiatives in which the YRP Pride ISN engages is the recent SpeakOUT Conference, hosted by York Region District School Board. Event organizer and community partner-teacher liaison Kevin Bray says,

*This partnership provides opportunities for students to meet 2SLGBTQ+ role models who are respected and successful and who are making a difference in the communities they serve. During a recent presentation at our annual SpeakOUT conference, the officers made strong connections with the students through sharing their lived experiences, providing guidance and offering ally ship. We heard very positive feedback from the students following that session.*

### Diversity in Action

Additional YRP Pride ISN initiatives generate inclusive messaging internally and externally. Through corporate communications, the development of the *Together We Are More* diversity video ([www.yrp.ca](http://www.yrp.ca)) and OMNI TV (multicultural programming) interviews with hate crime investigator and LGBTQ2S officer Mina Rahravan echo values of respect and inclusivity.

Within York Regional Police headquarters, districts, and training branch, the establishment of gender-neutral washrooms ensures equitable access to all. The agency's mandatory Language Matters online inclusivity, developed by Equity Specialist Alicia Lauzon in conjunction with partners and stakeholders provides respectful and inclusive language training to all members.

Annual events such as rainbow and transgender flag raisings at all York Regional Police buildings (headquarters, districts, and training branch),

a fundraising BBQ to celebrate the start of Pride Month, and participation in local events such as the York Region Pride Parades serve to forge and strengthen partnerships, while communicating that York Regional Police is inclusive for all agency members and community members.

In 2018, York Regional Police established a position dedicated to liaising with LGBTQ2S groups within its Diversity, Equity and Inclusion Bureau. Additionally, to represent its efforts to deepen relationships and build trust with the community, York Regional Police Fleet services provided a dedicated rainbow-decaled vehicle.

### INTERNATIONAL TRANSGENDER DAY OF REMEMBRANCE

On November 20, 2018, members of York Regional Police and community partners reflective of the LGBTQ2S community joined to commemorate the Transgender Day of Remembrance (TDOR). This marked the second year that York Regional Police joined with community members to raise the transgender flag in remembrance of those lost to violence and hate. Speakers shared information on the high rates of suicide, violence, and homelessness in the transgender community with York Regional Police members and hate crime investigators from neighboring police agencies.

Founded by Gwendolyn Ann Smith, a transgender woman, and observed since 1999, the International Transgender Day of Remembrance memorializes the murder of transgender woman Rita Hester. The advocacy group Egale observes,

*We hope to raise awareness on this day. Trans Day of Remembrance commemorates those we have lost. It is also a vehicle to change public perception about transgender and transsexual persons.*



As custodians of a civil society, it is incumbent upon police leaders to ensure the equal protection and preservation of the rights of all community members. In the oft-quoted words of Gandhi, law enforcement must “be the change [they] want to see in the world.” Small gestures and initiatives can result in significant gains. In order to build a resilient, inclusive organization for members and community alike, the York Regional Police suggest that agencies consider the following initiatives:

- Develop Internal Support Networks.
- Provide inclusive language training for all personnel.
- Create community consultative committees.
- Participate in or lead flag raisings with community.
- Partner with schools and gay-straight alliances.
- Craft and implement inclusive procedures and policies.

## THE WAY FORWARD—TOGETHER WITH COMMUNITY

York Regional Police has expressed organizational values such as “our people” in which the agency leaders “foster a work environment of respect, open communication, empowerment, and inclusivity” and integrity, in that “we are ethical and respectful in all we say and do.” Relationship building is the bedrock upon which community trust resides, and community trust is the result of unwavering commitment and dedication.

Leading with a global mind-set of inclusivity, today’s police leaders can foster an enhanced understanding of varied perspectives, which facilitates service provision to individuals in vulnerable communities such as the LGBTQ2S community, ultimately safeguarding against hate crime victimization.

The rhetorical question “Why does the LGBTQ2S community need a parade?” is easily answered. The parade serves as a reflection of the past, with a celebration for the potential of a more inclusive today and tomorrow. As law enforcement and other institutions strive to ensure sustained safety for all communities, the question remains relevant, as does the response. ♡



Above: York Regional Police Pride Vehicle. Below: Chief Jolliffe addresses attendees at TDOR.

### IACP RESOURCES

- Interactions with Transgender and Gender-Nonconforming Individuals: Concepts and Issues Paper
- Addressing and Preventing Gender Bias Infographic

### theIACP.org

- “Connecting with Your LGBTG Community” (article)
- “Providing Equal Justice to LGBTQ Victims of Intimate Partner Violence” (article)

[policechiefmagazine.org](http://policechiefmagazine.org)



BY

David Kaye, Professor, University of New Hampshire, and David Kurz, Chief, Durham, New Hampshire, Police Department

# THE PLAY'S THE THING

**A POLICE CHIEF AND A THEATRE PROFESSOR JOIN FORCES TO CONFRONT BIAS IN POLICE DEPARTMENTS**

**POLICE CHIEF DAVID KURZ HAS GIVEN A GREAT DEAL OF THOUGHT**

to an incident he was made aware of earlier in his career. A police officer was on a construction detail when a car with four, young African American, men pulled up to him and stopped. It turned out they were lost. The young man in the front seat asked the officer for directions. The officer pondered this for a moment and then said, "Boy, it's not easy to get there from here." One of the men in the back seat rolled down the window and said, "Who you calling boy?" and the interaction went quickly downhill from there. A simple encounter that should have been innocuous became a situation.

This story had a significant impact on Chief Kurz. It brought home to him the immediate effect that language can have and the damage that can result from a lack of awareness and understanding of this fact. It emphasized how a seemingly innocent comment can have a powerfully negative impact, even if the speaker has no intent to do harm. A simple truth became apparent: an individual must first become aware of the power of language, and through that awareness, more positive outcomes are likely to emerge and perhaps disastrous ones can be avoided, all together. He also began to wonder in what other ways language and behaviors were impeding the best possible outcomes in all aspects of police work.

Upon further reflection of this incident, Chief Kurz made the decision to seek more answers and possible solutions. Chief Kurz is the chief of police in Durham, New Hampshire, a small New England town that also happens to be the home of the University of New Hampshire (UNH). He had often been interested in finding innovative ways that could bring together higher education's expertise in research and teaching to the development and training of a police department. To that end, Chief Kurz connected with David Kaye, a professor of theatre at UNH to brainstorm ways to leverage this expertise.

Professor Kaye, whose primary focus in UNH's Department of Theatre and Dance is acting and directing, also had a strong interest in utilizing

theatre and theatre pedagogy in areas outside of traditional performance. As theatre was ultimately built around the messy world of human behavior and relationships, he reasoned that he could help design methods that could take advantage of the artificial world of theatrical representation to help individuals or groups tackle difficult issues and problems. He has likened this perspective to a quote from the playwright John Patrick Shanley: "Theatre is a safe place to do unsafe things that need to be done." Professor Kaye has many years of experience working with the psychodrama techniques developed by Jacob Moreno, a contemporary of Sigmund Freud, who used theatre as a tool for deep self-exploration and understanding. Since the mid-90s, Professor Kaye has worked extensively with approaches developed by the Brazilian theatre artist and eventual national legislator Augusto Boal. Boal had been forced out of his traditional theatre by the military junta in the 1950s. Without a theatre facility of his own,

he turned his attention to developing some of the first interactive theatre models designed to help communities influence social and political change. This became known as "Theatre of the Oppressed" as it was built upon the theories of educator and fellow Brazilian Paulo Freire's "Pedagogy of the Oppressed." Boal would refer to the audience as "spect-actors" and, together with the performers on stage, a community could address critical issues and try out strategies for overcoming challenging problems.





## INTERACTIVE THEATRE TO ADDRESS BIAS

Professor Kaye made the decision to start his own, professional company dedicated to interactive theatre designed to influence change. UNH's PowerPLAY Interactive Development was founded in 2012. Its first project, in collaboration with the UNH Carsey School of Public Policy (at that time the Carsey Institute) and the UNH Cooperative Extension, was to create a program to help develop the facilitation skills of individuals who conduct public meetings. This was followed up with a series of collaborations with UNH ADVANCE, a National Science Foundation program, focused on increasing and retaining more women in the STEM fields. This allowed PowerPLAY to hire Jeffery Steiger, an innovator in the field of interactive theatre, who had created the Center for Teaching and Learning (CRLT) Players at the University of Michigan, the first such group developed under an ADVANCE grant. The core issue that evolved from working on these ADVANCE initiatives was conscious and unconscious bias and its negative impact on the recruitment and retention of women in the sciences. What became apparent through both the programs at Michigan and UNH was how effective an interactive theatre model could be in examining how behavior and language established an

institutional culture that allowed bias attitudes to take hold and even flourish. Interactive theatre also provided a highly effective tool for exploring strategies to actually address issues of bias on the individual and institutional

level, with the goal of making a more fair, equitable, and positive culture. PowerPLAY later joined forces with Dr. Stephanie Goodwin, a sociologist who serves as Director for Faculty Development and Leadership at Wright State University and a leading researcher in the field of bias awareness and intervention.

Employing Goodwin's research and knowledge of the subject and PowerPLAY's expertise in developing interactive theatre models to address such issues, a program was created that has been brought to universities around the United States for the past three years. PowerPLAY went on to develop similar programs to help faculty address bias-related issues in the classroom and to train student resident assistants in methods to confront bias incidents in their dorms. Most recently, PowerPLAY has been developing a program with the National Collegiate Athletic Association (NCAA) to serve as a springboard for colleges' athletic departments to engage in critical dialogue surrounding these issues. Two common threads have emerged from PowerPLAY's programming: (1) an institution's culture determines the climate for bias attitudes and (2) confronting these biases can be a difficult proposition. The challenge is rooted in the fact that culture and bias are intertwined with human relationships that include such factors as institutional history, rank, and power

dynamics and past personal experiences, primarily expressed through words that operate on multiple levels of meaning. Theatre-based pedagogy is well suited to be utilized as a tool for addressing these problems because these same elements are the foundation of virtually any play. A stage director's eye is trained to uncover the authenticity of these aspects of relationships, as well as the other crucial element of theatre and human interaction—conflict.

## APPLYING THEATRE TO LAW ENFORCEMENT

With Professor Kaye's background and experience in interactive theatre and Chief Kurz's focus on using education and training to address issues of bias related to language and behavior, as well as a desire to collaborate with UNH, the two conceived the idea to create an interactive theatre program that could be used by police departments to actively improve their culture and climate by addressing everyday issues related to bias.

The subject of bias and the challenges these issues present for effective law enforcement are not new to police departments. Recent events, though, have brought these concerns to the forefront with increased urgency. When Professor Kaye and Chief Kurz began their discussions and research, one crucial question related to the learning objective quickly surfaced: Should the program concentrate on officers in the field, like the situation that had started Chief Kurz's investigation of the subject? Or should the program focus more on the culture and climate of the overall police department?

Most of the research concerning bias incidents in law enforcement almost exclusively focused on the split-second decisions made by officers, often under pressure, that had led to tragic

outcomes. Research appearing in the journal *Social Psychological and Personality Science* helped to guide the direction Professor Kaye and Chief Kurz would take in developing their program. The researchers' study focused on the connection between *implicit* bias (attitudes or stereotypes that affect our actions in an unconscious manner) within a community and cases of *explicit* bias (attitudes or stereotypes expressed through actions in a conscious manner) exhibited by law enforcement in that community. The research revealed the connection between higher levels of implicit bias within a community and higher levels of lethal force used by law enforcement against the subjects of those biases. As researcher Eric Hehman summarized, the results indicate

*that this is not specifically a problem of police officers but reveals that there is something about the broader communities and contexts in which these officers make speeded, life and death decisions that is associated with killing more African Americans.*

Though Professor Kaye and Chief Kurz would not be able to address the prevalence on implicit bias across an entire community, they could focus on such attitudes and related incidents within the more localized community of a police department. The rationale was that if implicit and explicit biases can be recognized and addressed at the more foundational level of a department's culture and climate, then the critical thinking and decision-making in the field may be based on a more normalized set of unbiased attitudes. In other words, if police officers were more aware of the biases within their own ranks, and this awareness led to an overall improvement of the department's culture and climate, then the officers' behaviors and use of language in the field would also improve, leading to better outcomes.

Professor Kaye and PowerPLAY Program Director CJ Lewis began to examine what research was available on issues related to bias within police departments. This included interviews

with some members of Chief Kurz's department who had experience in Durham and the region. For the first development phase, PowerPLAY would focus on three specific areas of bias concerning identity within a police department: race, gender, and sexual orientation.

The theatrical model that the group would use are known as "activation scenarios"—very brief scenes where a specific bias incident or incidents take place. For this program, these scenes would also have to incorporate the dynamics of rank and the power and command structure of a police department, the often-prevalent nature of a hyper-masculine culture, and other factors that present obstacles to creating a fairer and more equitable workplace.

Building awareness of implicit bias would be a first major goal. The model would have to be universal enough to be applicable to as many police departments as possible. A major objective would be to create characters and scenarios where the audience (members of

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a police department) could recognize themselves and their colleagues, through their behaviors and use of language, and witness enough touch points that were reflective of the culture of their own department—for the model to be effective, there would have to be enough recognition to prompt self-reflection in each audience member.

Awareness, however, would only be half the battle. For positive change to take place, there would also have to be action. At first, implicit (and sometimes even explicit) bias must be recognized. But how, in the culture of a police department, can these issues be addressed and resolved in a way that will move the organization forward? What strategies can be devised and employed? PowerPLAY would have to create a model that will allow the professional actors to work with the audience to collectively answer these questions.

PowerPLAY designs its interactive programs to allow audiences to deeply investigate the thinking behind the behaviors of the characters and then to use what they have uncovered to experiment with possible interventions. The actors are experts in working with both scripted scenarios and improvisation. The exploration and improvisation aspects allow the audience to experiment with the ideas and strategies they would like to see the actors employ. The audience takes part in a process of coaching the characters and then observing and evaluating the results. While one actor puts the audience's suggested approach into action, the other actors are trained to provide all the authentic obstacles that an individual attempting that tactic may encounter. It is a method that Augusto Boal referred to as "a rehearsal for the future."

PowerPLAY also includes other mechanisms for use by the audience like "What If?" This tool allows the audience to alter the scenario in order to observe a new obstacle or to change a factor that would impact the strategies being explored. For example, "What if the sergeant was a woman and not a man?" or "What if we reversed the roles and the person who made the prejudiced remark was of higher rank?" This allows audiences

to not only broaden the scope of the exercise, it also lets them customize the scenario to their specific circumstances. The interactive format also allows the audience to interview the characters in various ways that offers a compelling insight and understanding into the actions of the characters. PowerPLAY's process is ultimately built around their "3 Rs":

1. *Reflect*: examine how you and your organization is reflective of the behaviors exhibited in the scenario.
2. *Replay*: double back to aspects of the scenario to learn more and try out different strategies.
3. *Respond*: make use of what has been played out as a constructive springboard into a difficult dialogue about the subject at hand.

## PUTTING THE PLAY INTO PRACTICE

Professor Kaye and Director Lewis eventually developed several scenarios to be presented at the 2018 IACP Annual Conference and Exposition in Orlando, Florida. These scenes were developed with PowerPLAY's actors and in collaboration with Chief Kurz.

At the program's IACP presentation, Professor Kaye functioned as the facilitator of the session and began with a brief overview of the rationale behind the training, what research has revealed about how bias operates within the culture of an organization,

and some overriding ideas of how members of that organization may address the biases they observe in the scenes.

The opening scene focused on a subtle bias incident where an officer of color had just received a promotion. A fellow white officer congratulates him, noting, "It's great that this department is actually putting their money where their mouth is with this whole diversity thing." There are two additional officers present in the scene. One appears to be oblivious to the fact that the white officer is insinuating that the officer of color received the promotion because of his race, and not his merit, while the other officer is clearly uncomfortable with the remark, but chooses to remain silent.

Professor Kaye then opened the floor for the audience to ask the characters questions, in an effort to better understand what they were thinking and the behaviors they witnessed. Audience members wanted to know why the uncomfortable officer failed to speak up. (She herself felt marginalized as one of only a few women officers and thought that saying something might make her sense of isolation worse.) Did the officer who said the remark realize what he said was biased? (He did not and resented the implication that he was in any way racist.) Did the officer who seemed completely unfazed by the comment perceive it as biased? (Perhaps in retrospect, but he had heard worse.) What was going on in the mind of officer who was the target of the comment? (He







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had to choose his battles, and quite frankly, he was finding the subtle but constant incidents like this exhausting.)

The questions posed by the audience could be asked of the characters in either a public format (where all other characters could also hear responses) or in private, where responses were entirely between the audience and the characters. This allowed the audience to investigate what could or could not be stated publicly in this department and what the characters were really thinking. At times, what the characters were actually thinking could be diametrically opposed to what they were stating publicly. After the audience had the chance to better understand the culture of the fictional department and the thinking of the characters, they launched into devising strategies that the actors did their best to implement. Some attempts were disastrous, others were partially successful, and a few managed to navigate the minefield of human relationships, behaviors, and tricky language issues to actually have a positive impact. Each attempt, whether it backfired or seemed to stop the bias incident in its tracks, offered a safe but engaging process for the audience to dive into the real challenges they might face if they choose to be an active participant in effecting positive change.

One of the scenarios that was developed intertwined two concerns to reveal some aspects of the culture of a fictional police department. One issue focused on an inherent negative view related with gender roles, the other, on how individuals from underrepresented groups felt marginalized in this organization. The scene takes place in the common office space of the department, where a group of officers are discussing one of the officer's new partner assignments while his normal partner is on paternity leave.

**Al:** Yeah, so I guess she, like, popped the kid out like a rocket.

**Bill:** But they got to the hospital in time?

**Taylor:** Just the nick of time. If Jake came off patrol like five minutes later, he'd have to deliver his own kid.

**Al:** He could have handled that.

**Bill:** Didn't he have to do that once? It was like a snowstorm or something and he got called to check out a car off the road...

**Taylor:** No. No...that was Phil, I think. Or maybe Dan.

**Al:** Well, whatever the case—looks like Jake is going to take full advantage of this maternity leave thing for guys.

**Bill:** I don't think it's called maternity leave.

**Al:** Paternity, maternity...it's six-weeks-with-your-feet-up-gooing-off-ternity leave as far as I can see. *(Bill laughs)*. Bottom line is, the captain has me partnered with Sam until Jake's back from his extra paid vacation.

**Bill:** Oh, man.

**Taylor:** What?

**Bill:** What, what? I mean, come on. Nothing wrong with Sam but...

**Taylor:** Yeah?

**Al:** It's just... I don't know... not a great fit.

**Taylor:** *(letting out a sound of unease)* Huh.

**Al:** But, what the hell. I'll make it work. Just for a while until Daddy Jake gets tired of playing Mr. Mom.

**Bill:** Just thinking about him changing diapers cracks me up.

**Al:** I'll bet he'll be back on duty next week.

**Bill:** Sam problem solved.

**Al:** Bingo.

*(Sam enters)*

**Sam:** Ready to go, Al?

**Al:** Let's do it. See you, guys.

*(Sam and Al exit.)*

The scene is purposely designed to offer just a glimpse of the culture of this department. Through the interview process between the audience and the characters, a far deeper understanding of the behaviors, attitudes, and language use emerges. The audience ultimately makes the decisions about what problems to tackle and the strategies that will be devised and tested using the actors. An additional feature that was built into this scenario was the ability to rotate the actors into different roles. This allowed the audience to examine multiple variations that were

related, but revealed major differences concerning prejudicial attitudes and their negative impact on the culture of the department. The character of Sam in the first iteration is a male officer of color. In the second version, using the exact same dialogue, Sam is a female officer. In the final replay with the audience, the characters Bill and Al make derogatory gestures during some of their lines, suggesting Sam, a male officer, is gay.



Are you looking forward to reading about a certain issue in law enforcement or thinking about submitting an article to *Police Chief*? Look below to see some of the topics we are covering this year.

## 2019 POLICE CHIEF CALENDAR

JANUARY	LEADERSHIP
FEBRUARY	VIOLENCE AGAINST POLICE
MARCH	HATE CRIME
APRIL	CUTTING-EDGE TECHNOLOGY
MAY	OFFICER SAFETY & WELLNESS
JUNE	USE OF FORCE REPORTING
JULY	SERVING DIVERSE & VULNERABLE POPULATIONS
AUGUST	MEDIA RELATIONS
SEPTEMBER	NON-TRADITIONAL TERROR ATTACKS
OCTOBER	COMMUNITIES & CRIME PREVENTION
NOVEMBER	EDUCATION & TRAINING
DECEMBER	RESPONDING TO FIREARMS VIOLENCE

Do you have innovative solutions or experiences that you want to share with the policing community? Take a look at our manuscript guidelines on [www.policechiefmagazine.org/article-guidelines](http://www.policechiefmagazine.org/article-guidelines). Articles can be submitted online at [www.policechiefmagazine.org/submit-an-article](http://www.policechiefmagazine.org/submit-an-article).

In all the scenarios, there was always a ‘bystander’ character. This is the person who appears to be aware of the biased behaviors they are witnessing, but who fails to act. In this scenario, Taylor is the bystander, so by changing the role of Taylor from a white male, to a female, to a person of color, the audience has the opportunity to better understand the complexities of action. How much more is at stake, for example, for a person who is part of one marginalized group to stand up for a person of another marginalized group? In a department where “fit” (which will have different meanings and ramifications based on the culture of the organization) is crucial for an individual who hopes to thrive in that environment, speaking up could have substantial risk.

The presentation at the IACP conference allowed Professor Kaye and Chief Kurz to see how well this and other trigger scenarios operated as effective

interactive tools to address their original learning objectives. The scenes that were rolled out proved to “activate” well, a term Professor Kaye uses to gauge a scenario’s capacity to be utilized for robust interaction and dialogue with the audience. The audience became quickly engaged in digging into the thinking and behaviors of the characters and in devising ideas for strategies and tactics for the actors to attempt to address these issues. Those in attendance also used the program to reflect and share some of the challenges related to the situations that they have faced.

Professor Kaye and Chief Kurz, along with Program Director Lewis will continue to develop the program, offering it soon to police departments in New Hampshire. They are also currently in the process of making this training available across the United States. ♡

#### IACP RESOURCES

- “Implicit Bias and Law Enforcement” (article)
- “Assessing Bias and Intolerance in Police and Public Safety Personnel” (article)
- “Addressing the Elephant in the Room: The Need to Evaluate Implicit Bias Training Effectiveness for Improving Fairness in Police Officer Decision-Making” (article)

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**MEN'S WOMEN'S GOLF OFFICE DRINKWARE KIDS ON SALE**

**IACP 2019 Collection**



BY

Ginger Xu, Product Manager, Thermo Fisher Scientific



# Technology to Combat Today's Drug Challenges

**IDENTIFYING UNKNOWN SUBSTANCES IN THE FIELD UPON SEIZURE IS A CRITICAL STEP IN THE DRUG INVESTIGATION PROCESS. IT PROVIDES INFORMATION THAT HELPS LAW ENFORCEMENT MAKE ARRESTS, OBTAIN SEARCH WARRANTS, AND EVEN QUESTION SUSPECTS.**

Inexpensive chemical colorimetric wet test kits have been the field test of choice for decades. These colorimetric wet field tests require an officer to take a sample of the substance and place it into a small plastic pouch that includes a plastic vial inside.

The officer then intentionally breaks the vial and waits for the chemical in the vial to react with the suspected drug to confirm its identification. The tests have evolved over the years, but the general process and chemistry have remained the same.

## **THE LIMITATIONS OF COLORIMETRIC PRESUMPTIVE FIELD TESTS**

Unfortunately, false-positive results can occur in colorimetric presumptive field tests. According to a 2016 investigative report from news agency ProPublica, tens

of thousands of people every year are sent to jail based on the results of a \$2 roadside drug test and widespread evidence shows that these tests routinely produce false positives. In 2016, a woman in Georgia spent more than three months in jail when a roadside drug test falsely identified her bag of cotton candy as methamphetamine. Another limitation is that the tests can identify only one specific drug formulation at a time, so officers must at least suspect what the drug might be so they can select the appropriate kit.

Officer safety is also a concern with wet field tests, as there is a risk of being injured by broken vials that cut through the plastic pouch. Such exposure to the drugs that are prevalent on today's streets, such as fentanyl, can result in death. Even a small dose of powdered fentanyl the size of a few grains of sand can prove lethal, and carfentanyl is even more potent.

## **TODAY'S DRUG LANDSCAPE**

Previously, drugs were identifiable based on attributes such as color, consistency, and appearance. Most of the

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*The ‘traditional’ drugs such as marijuana, cocaine, methamphetamine, and heroin are now just a few of the hundreds of drugs on city streets.*

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time, officer experience, along with the circumstances of the case, helped to determine the correct chemical wet test to select. Today, however, officers and other first responders often encounter a wide range of unknown substances. The “traditional” drugs such as marijuana, cocaine, methamphetamine, and heroin are now just a few of the hundreds of drugs on city streets.

If recent history is an indication, the drug landscape will only get worse. Death rates linked to fentanyl and other synthetic opioids in the United States increased more than 45 percent from 2016 to 2017. And, according to the U.S. Centers for Disease Control and Prevention’s National Center for Health Statistics, the rate of drug overdoses involving the synthetic opioid skyrocketed by about 113 percent each year from 2013 to 2016.

Fentanyl is primarily being smuggled into the United States from Mexico and China. In what is believed to be the largest seizure in pill form, U.S. Customs and Border Protection (CBP) officers in San Diego, California, seized 20,000 fentanyl pills along the United States–Mexico border in August 2018. In the same month, CBP seized 110 pounds of fentanyl at the Philadelphia, Pennsylvania, port; the drug

was hidden in a shipment of iron oxide originating from China.

Identifying fentanyl is particularly difficult because drug traffickers are constantly changing the drug’s molecular structure to try to prevent identification, and it’s increasingly encountered in new mixtures or cocktails. For instance, in 2017, a widely reported, dangerous mixture was “gray death,” described as “a mixture of illicit opioids with the appearance of concrete mix and gray in color.”

#### **INNOVATION TO COMBAT THE ILLICIT DRUG CRISIS**

While many officers and other first responders carry naloxone (Narcan) in case of exposure and

potential overdoses, more preventive measures are necessary. During the last few years, specialty investigative teams such as bomb squads, hazmat teams, and clandestine laboratory (clan lab) teams have begun using handheld analyzers to quickly and safely identify a wide range of explosives, toxic chemicals, precursors, and drugs found in clandestine drug laboratories. Now this shift is also happening in other areas of law enforcement. Early adopters, such as the Quincy Police Department in Massachusetts, have been using handheld narcotics analyzers for nearly eight years, and Arkansas Drug Director Kirk Lane recently oversaw that state’s purchase

of five handheld analyzers in late 2018 to “keep officers safe.”

Handheld analyzers enable the identification of drugs by shooting a Raman technology laser into the suspected chemical, whether it is in powder, liquid, solid, or pill form. In most cases, the substance can be identified within seconds. Handheld analyzers are more accurate than colorimetric presumptive field tests. The Scientific Working Group for the Analysis of Seized Drugs (SWGDRUG), a group of U.S. lab chemists and experts who classify the various levels of technology used in the field and in forensic drug laboratories, classify field instruments that utilize Raman technology much higher than colorimetric tests.

As Detective Lieutenant Patrick Glynn from the Quincy Police Department recently said, “Our handheld analyzer is not a luxury item, but rather an indispensable tool for law enforcement in identifying the ever-changing trends of the drugs being sold on the streets.” ♡



# A Richer Ecosystem

## Two New Body-Worn Cameras Connect in New Places



**BODY-WORN CAMERAS HAVE COME A LONG WAY IN A RELATIVELY SHORT TIME. ORIGINALLY RISING TO PROMINENCE AROUND 2014, BODY-WORN CAMERAS HAVE EXPLODED IN POPULARITY MORE OR LESS ALONGSIDE THE RISE OF THE NOW-UBIQUITOUS SMARTPHONE CAMERA. IN RESPONSE TO THE SUDDEN GROWTH OF THE TECHNOLOGY, MANY STATES HAVE CREATED SOME LAWS REGARDING POLICE USE OF BODY-WORN CAMERAS.**

According to information from the federal Bureau of Justice Assistance, video and audio recordings from body-worn cameras can be used by law enforcement to document actions and other evidence and to deter unprofessional, illegal, and inappropriate behaviors by both law enforcement and the public. What's more, studies have shown them to be effective community engagement tools, fostering transparency and accountability for all sides of the equation.

In this spirit, body-worn cameras seemingly have become as common as the Taser. In today's steadily simmering political environment, having objective and accurate recordings of events is of paramount importance to police and the public.

As body-worn cameras become commonplace, the emphasis is beginning to expand beyond the traditional—or even the tangible. One innovative new product affixes to an unconventional part of the officer's uniform. Another looks to integrate the body-worn camera into the larger matrix of information that shapes the modern law enforcement environment, with the goal of not only capturing the footage—but also helping agencies utilize it more simply and effectively.

“It's really been a lightning-fast evolution for body-worn cameras,” said Adam Schwartz, director of digital evidence management for Motorola, the Chicago-based manufacturer that has served as a pioneer in body-worn camera development. “Three, four, or five years ago, it was just about the camera. The discussion was more about different cameras and features like mounting options. There were questions over issues like whether the in-car camera could be replaced. Suddenly, there was a strong political push for deployment of body-worn cameras. It went from hardware to more about an ecosystem, a holistic solution, and how an agency can utilize the data to make more informed decisions.”

### ACROSS THE SYSTEM

Motorola is attempting to move ahead of the pack again with the Si200. Released in January, the new body-worn camera features a high-resolution camera with a 12-hour battery life, integrated wi-fi, low-light recording, simple controls, and up to 2 minutes of pre-buffering.

Perhaps the Si200's true distinguishing factor, however, is its integration with CommandCentral Vault, Motorola's digital evidence software. CommandCentral Vault allows agencies to securely manage content from all their devices, from in-field capture to judicial sharing.

“When we entered the space we started as a thought leader,” Schwartz said. “The Si500 was first, and it was market-leading. That is a great solution for a lot of agencies, but [some] agencies want more.”

After officers upload videos into CommandCentral Vault, the files are correlated with relevant information from other systems such as computer-aided dispatch and records management systems.

“Trends in public safety are toward an inundation of data,” Schwartz said. “This can drown an agency, or it can help. The body-worn camera is just one more data stream. That goes for in-car, fixed cameras, CAD data, 911 calls, sensor data, ballistics data, license plate recognition, and so forth. It's a huge amount. CommandCentral Vault can help you to use this data.”

In addition, the system helps users simplify the process of tagging video, automating redaction, correlating video with



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*Studies have shown [body cameras] to be effective community engagement tools, fostering transparency and accountability.*

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incident information in police records, and maintaining chain of custody when managing evidence.

Even as body-worn cameras gain a place in the complex, wider picture of evidence management, Motorola has also worked to make them easier to navigate for the end user.

“It’s a simplified user experience that enables the rest of our vision of consolidated digital evidence,” Schwartz said. “It’s designed to be an intelligent and simple device. There is an on-board GPS.”

With automated activation and other features in addition to its new place in a more comprehensive workflow—ultimately creating a secure pathway all the way to the judge’s bench—the Si200 represents one of the next steps in the evolution of body-worn cameras.

“The things that are really important at this point are that agencies are now

looking for this to be an ecosystem,” Schwartz said. “It’s more than just an officer putting it on, letting it go, and later identifying what’s happening in that video. The offload is very quick for us, and it leads to that ecosystem.”

#### THE WEAPON-MOUNTED CAMERA

Another new camera on the scene might not be a body-worn camera in the strictest sense of the word. Its developers have suggested it works best as a supplement, rather than a replacement, for the more typical body-worn camera.

Still, the FACT Duty Weapon-Mounted Camera is an innovative addition to the marketplace. Created by Maple Plain, Minnesota-based Viridian Weapon Technology, the FACT is designed solely for use as a device mounted to an officer’s service weapon.

“We’re doing something unique,” said Brian Hedeem, Viridian’s president and

CEO. “Orders for body-worn cameras and dash cameras have been growing. But weapon-mounted cameras are the only thing specially designed for officer-involved shootings. We fill a unique void to capture the most crucial moments.”

The FACT has instant camera activation, causing the camera to automatically turn on when the weapon is drawn. The camera also includes a micro USB port and indicator lights for onboard charging, an integrated microphone, and an adjustable 500-lumen tactical light.

It is always a critical incident when officers draw, not to mention fire, their service weapons. According to Hedeem, the FACT automatically turns on and records those incidents from a vantage point immediately below the firearm’s muzzle. This provides an unparalleled perspective on some of the most sensitive and high-profile police actions.

“Body-worn cameras are great products, and they serve a need, but the body-worn device needs to be placed on the body or the collar or the glasses,” Hedeem said. “They are prone to be blocked or bumped off their mount. The placement of our camera is what’s notable. The situational awareness is like being there. It has worked well in pursuits and other times when guns came out. This was the footage that provided the best detail of what happened.”

Hedeem put forth the hypothesis that public reaction to some of the most high-profile officer-involved shooting incidents of recent years may have been different had the FACT been available to capture the moments. This is true not only because of the nature of the incident but because of the unique perspective such a camera can provide.

“If this had been around in previous instances, it would have changed history,” Hedeem said. “The key is it’s an unobstructed view. The quality of the



content is always pointing toward the thing the officer is focused on.”

The camera can be mounted on any duty weapon with a rail and includes a tactical light. Weapons equipped with the camera can still fit in a standard holster. The camera also is “foolproof” to operate and includes on-board data storage, Hedeem said.

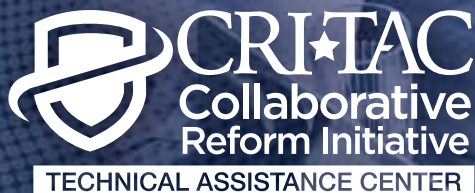
The FACT also has a hidden advantage over traditional body-worn cameras: cost. The device saves battery life and requires less data storage given its typically small usage rate. The hardware itself can also be less expensive. According to Viridian, the average body-worn camera costs about \$800, while the FACT hardware costs \$525.

“Because it’s recording less, it doesn’t produce a lot of data, so it’s less expensive to own and operate,” Hedeem said. ♡

## SOURCE LIST

For contact information, please visit Police Chief Online: [policechiefmagazine.org](http://policechiefmagazine.org)

- 10-8 Video
- Axon
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- Equature
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- L3 Mobile-Vision
- Motorola Solutions
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<https://info.panasonic.com/Arbitrator-AS-1-Camera.html>



### Bullet-Resistant Laptop Bag

The new Multi Threat Shield (MTS) bag looks like an average black laptop bag, but not only can it carry gear, it can also save lives. Built into the MTS bag is a lightweight (eight pounds), discreet ballistic shield. A quick flick of the wrist swiftly deploys a three-foot blanket of protection against multiple impacts from most

handgun, shotgun, and pistol caliber submachine guns. The MTS is a true multi-threat shield, offering protection from attacks with blunt objects and edged weapons, as well as punches and kicks. It measures 12" x 17.5" when closed, and when unfurled, it is 36.5" x 17.5" in size.

<http://forcetraining.com/products/mts>



### Ballistic T-Shirt

EnGarde, an ISO 9001–certified body armor manufacturer based in the Netherlands, is excited to announce its T-SHIRT style carrier system, which is capable of providing ballistic protection in maximum concealment for undercover operations. The T-SHIRT carrier may be compatible with all EnGarde's ballistic panels, but the FLEX-PRO panel is recommended as the most ideal pairing.

That soft armor combination weighs just 1.85 kg (4 lbs.), while still providing NIJ Level IIIA threat protection. The knitted Coolmax Fresh fabric of the T-SHIRT not only keeps the armor snug against the torso, it also keeps the wearer cool and dry with advanced moisture wicking capability.

[www.engagebodyarmor.com](http://www.engagebodyarmor.com)



### Solar-Powered UAV

Aurora introduces Odysseus, a solar-powered autonomous aircraft. Powered only by the sun, Odysseus is an ultra-long endurance, high-altitude platform built for groundbreaking persistence. Utilizing advanced solar cells and built with lightweight materials, Odysseus can effectively fly indefinitely—all powered by clean, renewable energy. Odysseus can persistently and autonomously remain on station, enabling communication and data gathering over a specific location. Designed to carry a large payload, it can carry out a range of missions and operations across communication, connectivity, and intelligence with better resulting data quality from each mission. It can receive payload and hardware options and can be quickly customized, re-tasked, and relocated as missions evolve.

[www.aurora.aero](http://www.aurora.aero)

### Surveillance Balloon

Israeli-based aerostat company RT LTA Systems Ltd. introduces SkyStar 120. The new micro-tactical aerostat system is designed to provide commanders in the field with real-time reconnaissance capability, even when operating in rough terrain. The SkyStar 120 Ground Control Station is mounted on an ATV (all-terrain vehicle) that can drive through most kinds of terrain, allowing the operating force to keep moving and maneuvering with the aerostat on the ATV alongside them, either filled with helium and ready to be launched or already flying in the air. Compact and robust, the SkyStar 120 is operational under extreme weather conditions and offers surveillance range of up to 1,500 feet.

[www.rt.co.il](http://www.rt.co.il)



### Forensics Enclosures

HEMCO Corporation announces EnviroMax enclosures engineered and built to customer's size requirements to isolate forensics instruments and processes such as evidence sampling, weighing, liquid handling, high-throughput screening, and integrated lab automation equipment. Enclosures can be constructed to provide HEPA-filtered air into the work chamber for a class 100 clean environment, or they can be designed to vent hazardous fumes to the outside. Enclosures can feature clear sides and access from any or all sides. Worksurfaces, cabinets, tables, and a wide selection of accessories can be installed to meet specific user requirements.

[www.hemcocorp.com/enviro.html](http://www.hemcocorp.com/enviro.html)



### Waterproof Smartphone

Kyocera International Inc. launches the rugged DuraForce PRO 2, a 4G LTE Android smartphone now available through Verizon Wireless. DuraForce PRO 2 is dependable and durable in harsh environments. It features a Verizon-

exclusive 5-inch Sapphire Shield Display, which is virtually scratchproof. The rugged smartphone boasts IP68 waterproof and dust proof certification (to 2m/6.5ft deep for up to 30 minutes) and Military Standard 810G for protection against shock, vibration, temperature extremes, blowing rain, low pressure, solar radiation, salt fog, humidity, immersion, temperature shock, and icing/freezing rain. The DuraForce PRO 2's enhanced security features include a biometric fingerprint sensor built into its power button, Secure Device Encryption with FIPS 140-2, and more.

[www.kyoceramobile.com/duraforce-pro-2](http://www.kyoceramobile.com/duraforce-pro-2)



### CAD-Enabled Smartwatches

Samsung Electronics America, Inc., is extending the reach of computer-aided dispatch (CAD) with Samsung Galaxy smartwatches. Through partnerships with the leading public safety solution providers Northrop Grumman, CentralSquare Technologies, Caliber Public Safety, and Tyler Technologies, Samsung now offers a suite of wearable solutions that enable emergency responders to maintain always-on connectivity and communication, as well as location awareness, without requiring a mobile data terminal or mobile phone close by. Outfitted with the custom IP68/MIL-STD Galaxy smartwatches, a broader range of responders—such as those on bicycles and horseback—can receive and respond to emergency dispatches and changing dispatch call status.

[www.samsung.com](http://www.samsung.com)

### Pistol

Big Horn Armory is now offering the 500 Auto Max AR500 in a pistol version. The AR500 pistol lacks nothing the rifle version has except length, making it ideal for SWAT officers, tactical officers, and security professionals. Built using lightweight black anodized aluminum with a 10-inch nitrated barrel, full-length Picatinny rail, and pistol brace, the new AR500 packs a punch, yet the felt recoil is similar to that of a .308. It is capable of feeding and firing any .500 diameter bullet between 200 and 700 grains. The AR500 has an adjustable gas block to allow the user to run sub-sonic loads using a suppressor.



[www.bighornarmory.com](http://www.bighornarmory.com)



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By  
Nicole LeFort, Project Manager, IACP

# IACP Leadership Training Provides a Systematic Approach to Effective Decision-Making

## WHAT DOES IT MEAN TO BE AN EFFECTIVE LEADER IN THE LAW ENFORCEMENT PROFESSION TODAY? HOW DO EFFECTIVE LEADERS MAKE DECISIONS?

IACP defines leadership as the process of influencing human behavior to achieve organizational goals that serve the public, while developing individuals, groups, and the organization for future service. IACP promotes the concept of dispersed leadership, which means that every officer is a leader. Leaders at every level of a law enforcement organization have a responsibility to connect individual, group, and organizational behavior with defined values.

In order to help all law enforcement professionals develop the skills to become more effective leaders, IACP offers a suite of evidence-based leadership training programs uniquely tailored to the law enforcement profession. The material taught during these trainings provides a road map for law enforcement leaders to better understand effective leadership and to implement policies and practices that promote positive outcomes across the organization. These courses teach participants how to analyze leadership situations, explain problems, and develop actions to reinforce what is going well and address what is not. The first way IACP trainers teach class participants to do this is by employing the Leader Thought Process, a systematic approach to making effective decisions.

### THE LEADER THOUGHT PROCESS

Employing the Leader Thought Process requires the accomplishment of four objectives. First, one must recognize circumstances that compel leaders to act. Second, one must use what is known

from behavioral science to analyze and explain why those circumstances exist. Third, one must formulate a leader action plan to address the circumstance at hand. Finally, one must devise an assessment tool to determine the effectiveness of his or her actions.

The Leader Thought Process comprises four key steps:

- Step I: Identify What Is Happening
- Step II: Account for What Is Happening (i.e., why is something occurring?)
- Step III: Formulate Leader Actions
- Step IV: Evaluate and Assess

#### STEP I: IDENTIFY WHAT IS HAPPENING

What are the circumstances compelling you to act? A leader must observe a specific problem, opportunity, or decision. For example, a problem may take the form of unsatisfactory performance, while an opportunity may take the form of an employee proposing a promising new initiative for the organization to consider.

Identifying the correct circumstance or behavior may be difficult, so be specific and separate these observations into definable issues that can stand alone.

#### STEP II: ACCOUNT FOR WHAT IS HAPPENING

Once the issue has been identified, a leader must seek to account for what is happening. One way to do this is by creating a logical chain of events. Try to arrange the events in sequential order, highlighting any cause-effect relationships. Next, analyze and explain

#### 2019 FLL AND LPO TRAININGS

In 2019, IACP is hosting two IACP-sponsored FLL trainings. The first will be held in St. Petersburg, Florida, July 22–24. The second will be held in Wichita, Kansas, September 9–11.

In 2019, IACP is hosting two IACP-sponsored LPO trainings. The first will be held in Alexandria, Virginia, in April–June (week 1: April 1–5, week 2: May 6–10, week 3: June 3–7). The second will be held in Natick, Massachusetts, August–November (week 1: August 19–23, week 2: September 16–20, week 3: November 4–8).

If you have any questions, contact our team at [LeadershipServices@theIACP.org](mailto:LeadershipServices@theIACP.org).

Leadership in Police Organizations (LPO) is service-marked by the International Association of Chiefs of Police. Use of the name or curriculum without express permission is prohibited.

that chain of events using theories— included in IACP leadership training curricula—and experiences.

Finally, identify the root cause. If the circumstance is a problem, the root cause is the fundamental issue underlying the problem. If the circumstance is an opportunity, the root cause is the underlying motivation for the individual inquiring about or pursuing said opportunity. Much like a medical situation, treating the symptoms may help in the short term, but it likely won't cure the illness. So how does a leader know what the root cause is? To correctly identify the root cause of a circumstance, ask if the identified cause is a potential cause of all other related circumstances. When a cause is identified, one should continue to ask "why?" There might be a more deeply rooted cause. If a tangential or triggering cause is identified and addressed, but the primary cause remains, then the same issues might continue to arise—and might even worsen.

#### STEP III: FORMULATE LEADER ACTIONS

After the theory that accounts for what is happening has been identified, one should choose the best theoretical leader strategy. Using the identified theory and its recommendations for action, implement an action plan that addresses all circumstances being caused by the root cause. The action plan must describe what the leader will do, to whom, when, how, where, and so forth. The leader plan should not create new problems or allow major problems to go uncorrected, but it should also be realistic to implement in the organization.



#### STEP IV: EVALUATE AND ASSESS

Evaluate the success of the leader action plan and make adjustments as necessary. How has the plan impacted the situation? This might include questions such as

- What kind of information do I need?
- From whom will I obtain it?
- In what form should I collect the information?
- How frequently do I collect it and for how long?

The information collected during the evaluation phase should be as specific as possible. Besides gauging the effectiveness of the leader action plan, this step also helps pinpoint any new issues or circumstances that the leader might need to address. Leaders should reflect and decide if they would make the same decision and implement the same action plan again in the future. If not, what would they do differently?

#### CONCLUSION

Why does this matter? As current or aspiring leaders move through an organization and take on new responsibilities, it's important that they review and refine their leadership skills as they relate to their new positions in their organizations. Tomorrow's chiefs of police are today's aspiring supervisors.

IACP is committed to shaping the future of the profession through leadership development. The Leader Thought Process provides the foundation for both the IACP's First-Line Leadership (FLL) and Leadership in Police Organizations (LPO) curricula. The Leader Thought Process is an effective leadership tool to identify and analyze problems, opportunities, and decisions within law enforcement organizations. It is a critical starting point for leaders seeking a consistent, evidence-based decision-making process. IACP introduces FLL and LPO participants to the Leader Thought Process and provides implementation strategies relevant to each promotional stage of an officer's career, which in turn reinforces sustained professional development.

#### FIRST-LINE LEADERSHIP

FLL is IACP's three-day leadership development training program geared toward current or aspiring leaders. The course helps new leaders understand their roles as supervisors and provides tangible techniques to assist them in tackling their new responsibilities. Topics covered in this training include toxic leadership, transformational leadership, effective communication, emotional intelligence, critical thinking and problem-solving, procedural justice, followership, and more. By the end of this course, attendees

will have a set of strategies and tools to call upon when making decisions, inspiring followers, and achieving organizational goals. Learn more at theIACP.org/First-Line-Leadership.

#### LEADERSHIP IN POLICE ORGANIZATIONS

LPO is IACP's flagship leadership development training program, adapted in 2009 from the West Point leadership curriculum to address the needs of law enforcement. LPO is a three-week training that takes place one week a month over the course of three consecutive months. Week one examines leading individuals, week two examines leading groups, and week three examines leading organizations. The training includes lessons on critical thinking and problem-solving, understanding individual differences and human bias, intrinsic and extrinsic motivation, goal setting, emotional intelligence, leading ethical organizations, change management, and more. By the end of this academically rigorous course, participants should be able to understand and apply modern behavioral science and leadership theories to their everyday leadership practices and decision-making. Learn more at theIACP.org/LPO.

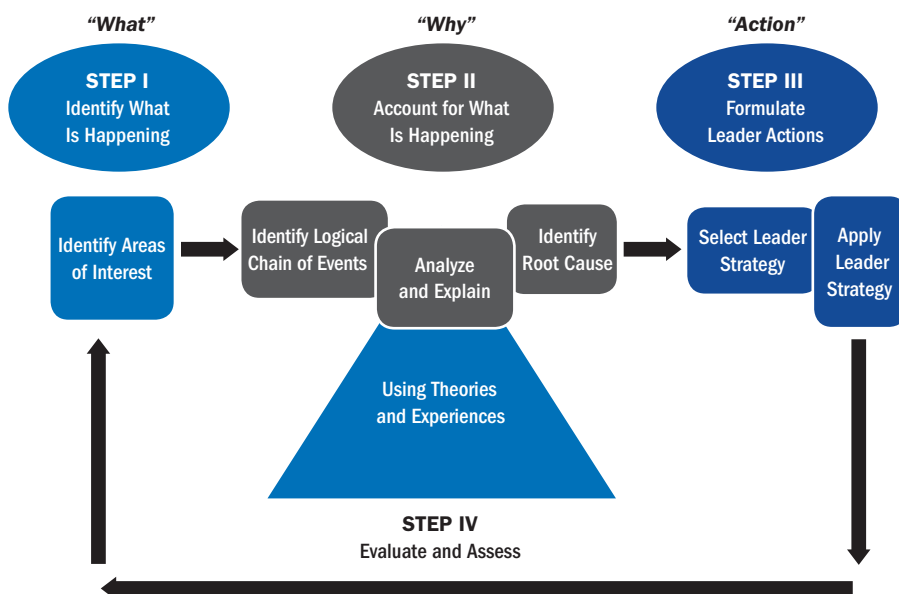
#### HOW TO ATTEND AN IACP LEADERSHIP TRAINING

IACP currently offers two methods of receiving FLL and LPO training. The first is an agency-hosted training, and the other is our IACP-sponsored training.

**Agency-Hosted Training:** Agencies, counties, and public safety professional organizations can purchase the entire course and fill all 36 available seats. This is a closed course only available to the agency or organization's sworn and non-sworn employees. All training takes place at a venue provided by the host agency or organization.

**IACP-Sponsored Training:** Individuals can register for an IACP-sponsored training at a per-person registration fee. These courses will be offered multiple times a year and are open to all sworn and non-sworn law enforcement professionals seeking leadership development. ♡

FIGURE 1: THE LEADER THOUGHT PROCESS



Source: Department of Behavioral Sciences and Leadership, Leadership in Organizations (Washington, DC: U.S. Government Printing Office, 1981).



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- Hate in Cyberspace: Online Platforms Provide Refuge for White Supremacist Extremists (649808)
- Hate Crime Statistics, 2017 (649752)
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- Hate Crimes: Response to Racial, Religious, Ethnic, or Sexual Orientation Bias Incidents (570133)
- Bias, Prejudice and Hate Incidents (648208)

Events and Training includes training opportunities, upcoming conferences, and more, such as

- Countering Violent Extremist Narratives
- Planning & Intervention for Gangs, Hate & Terrorist Groups in Rural Jails & Prisons

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**IACP VIDEO**



**IACP President Cell's Plus-One Campaign**

IACP President Paul M. Cell formally launched the Plus One Campaign in a video to the membership. One of his presidential initiatives, the goal of the Plus One Campaign is to have each current member bring one new member into the association.

IACP challenges you to bring at least one new member to the IACP in 2019. To watch the video and to learn more about the Plus One Campaign, visit [theIACP.org/PlusOne](http://theIACP.org/PlusOne).



View this video at [theIACP.org/PlusOne](http://theIACP.org/PlusOne)

**TOP POLICE CHIEF JANUARY ONLINE BONUS ARTICLE**

**The Positive Impact of Religious Diversity on a Police Force**

By *Simran Jeet Singh, Senior Religion Fellow, Sikh Coalition*



**THIS MONTH'S QUOTE**



As custodians of a civil society, it is incumbent upon police leaders to ensure the equal protection and preservation of the rights of all community members. In the oft-quoted words of Gandhi, law enforcement must 'be the change [they] want to see in the world.'



*"Hate Crime Prevention Case Study"*  
Pgs. 36-41

**TOP IACP RESOURCES**

- Code of Ethics
- IACP Technology Conference (May 20-22, Jacksonville, FL)
- Law Enforcement Policy Center
- Institute for Community-Police Relations: Law Enforcement Family
- Mental Wellness of Police Officers



Access these and more at [theIACP.org](http://theIACP.org)

**TOP READ ITEM IN IACP MONTHLY JANUARY NEWSLETTER**



**It's Time to Renew**

It's time for IACP members to renew their dues for 2019. The dues increases for Active Members, General Associate Members, Associate Service Providers, and Associate Academic Members are now in effect.

Visit [theIACP.org](http://theIACP.org) to renew your membership or contact the Membership Team at [membership@theiacp.org](mailto:membership@theiacp.org).

**TWEET**



**of the month**



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Nearly one in five adults in the United States suffers from mental illness. Learn strategies and promising practices on serving those affected by addiction, mental illness, and homelessness in the Practices in Modern Policing series of publications.



**Practices in Modern Policing: Policing in Vulnerable Popula...**  
In 2016, the COPS Office, in partnership with the International Association of Chiefs of Police (IACP) and CNA, launched the Advancing 21st Century Policing Initiative. This program provid...  
[theiacp.org](http://theiacp.org)

7:11 AM - 11 Jan 2019

# Training Campus Police Officers to Respond to Mental Health Crises

Perspective from the IACP University/College Police Section



**AS AN INCREASING NUMBER OF YOUNG ADULTS ATTEND COLLEGE, THESE STUDENTS AND THEIR FAMILIES ARE LOOKING TO COLLEGES AND UNIVERSITIES TO PROVIDE THE MENTAL AND BEHAVIORAL HEALTH SERVICES THE STUDENTS MIGHT NEED DURING THEIR TIME ON CAMPUS.**

Understanding the best practices for mental health and behavioral health services is a crucial step in establishing the necessary comprehensive campus-wide approach to addressing the multifaceted needs of college and university students. This issue requires an ongoing, coordinated response to ensure that all students are provided with every opportunity to learn and thrive in an environment that also promotes overall mental health, wellness, and safety. Colleges and universities are called upon to shift priorities and expand their bandwidths to address the mental and behavioral health needs of diverse student populations.

To bridge any gaps, many college and university police

departments are working in collaboration with other campus partners to expand crisis prevention efforts, promote the mental health of all students, and address the social and environmental risk factors that influence students' well-being and safety on college campuses. The growing need for additional on- and off-campus partnerships and students' increased access to and utilization of counseling services is widely recognized; however, no one-size-fits-all approach will best accommodate all mental health conditions and specifically address the wide-ranging needs of a diverse student body.

On campuses across the United States, campus police officers frequently come into

contact with students experiencing mental health crises. Unfortunately, a student who is experiencing a mental health crisis can respond adversely to traditional policing methods. While campus police officers are generally well trained, some officers will not have the skills or equipment to safely intervene in all crisis situations, which can, at times, result in officers resorting to excessive or even deadly force.

To ensure successful interactions between campus police officers and students who are affected by mental illness, campus police departments should join IACP's One Mind Campaign. To join the campaign, campus police departments must implement the following four

promising practices over a 12- to 36-month time frame:

1. Establish a clearly defined and sustainable partnership with a community health organization.
2. Develop a model policy to implement police response to persons affected by mental illness.
3. Train and certify all sworn officers and selected non-sworn staff in mental first aid training or other equivalent mental health awareness program.
4. Provide crisis intervention team (CIT) training to at least 20 percent of agency's sworn officers (and selected non-sworn staff).

CIT training for campus police officers consists of the 40-hour education program intended to enhance officers' interactions with individuals affected by mental illness. After being taught these CIT techniques, campus officers are less likely to use force during interactions with students who are experiencing mental health crises. It is recommended that each department have 100 percent of their officers complete this training.

Some campus police departments have already implemented CIT training and have gone beyond the basic model, creating enhancements to their programs. Other departments have trained non-sworn staff such as emergency communications (911/dispatch) members, security team members, or other select non-sworn employees. This CIT program better prepares the officers to become effective in responding to mental health crisis calls on college and university campuses. Furthermore, the training improves student-police interactions and reduces liability, use of force, and possible injuries to both students and campus officers. ♡

# LEADERSHIP POLICE ORGANIZATIONS<sup>SM</sup>

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- Acquire leadership skills and risk management strategies.
- Learn to maneuver in political environments.
- Create community needs assessments.
- Address current critical policing issues.

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# CALENDAR

MAR  
20  
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22

### Division Midyear Meeting, AUSTIN, TX

The Division of State and Provincial Police, Division of State Associations of Chiefs of Police, and Midsize Agencies Division's joint midyear meeting provides the opportunity to discuss critical issues facing the law enforcement community, identify best practices, and enhance relationships with colleagues.

[theIACP.org/division-midyear](http://theIACP.org/division-midyear)

APR  
24  
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26

### Policy Council Midyear Meeting, ORLANDO, FL

In order to facilitate better collaboration within and across Policy Councils, IACP committees will now meet together for their midyear meetings. This meeting will provide an opportunity for IACP committee members to discuss critical issues facing the law enforcement community, identify best practices, and enhance relationships with colleagues.

[theIACP.org/policy-council-midyear](http://theIACP.org/policy-council-midyear)

MAY  
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22

### Technology Conference, JACKSONVILLE, FL

Technological advancements in law enforcement have their benefits, but they can also present challenges. The IACP Technology Conference provides training, professional development, and a forum for law enforcement executives, operational managers, and technology and research staff to share best practices and lessons learned on a broad array of technologies.

[theIACP.org/tech-conference](http://theIACP.org/tech-conference)

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### CARE Conference, ANAHEIM, CA

The IACP CARE Conference is an opportunity for attendees to learn about critical issues in traffic safety, identify best practices, and enhance relationships with their colleagues.

[theIACP.org/care-conference](http://theIACP.org/care-conference)

AUG  
10  
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12

### DAID Conference, ANAHEIM, CA

The DAID Conference features plenary sessions and workshops designed to keep attendees up to date on the latest practices and science of impaired driving with a focus on drug impairment detection and recognition. Networking events enable attendees to meet colleagues and establish a professional rapport.

[theIACP.org/events/conference/iacp-annual-training-conference-on-drugs-alcohol-and-impaired-driving-daid](http://theIACP.org/events/conference/iacp-annual-training-conference-on-drugs-alcohol-and-impaired-driving-daid)

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### IACP Annual Conference & Exposition, CHICAGO, IL

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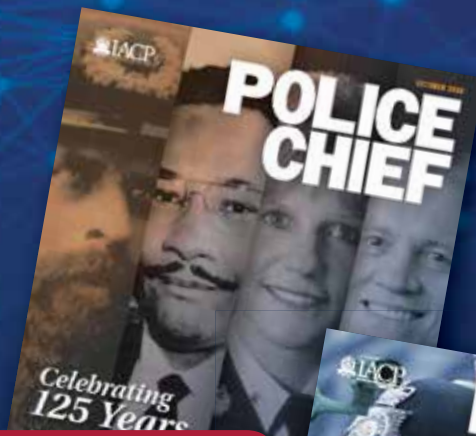
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