

The Police Chief

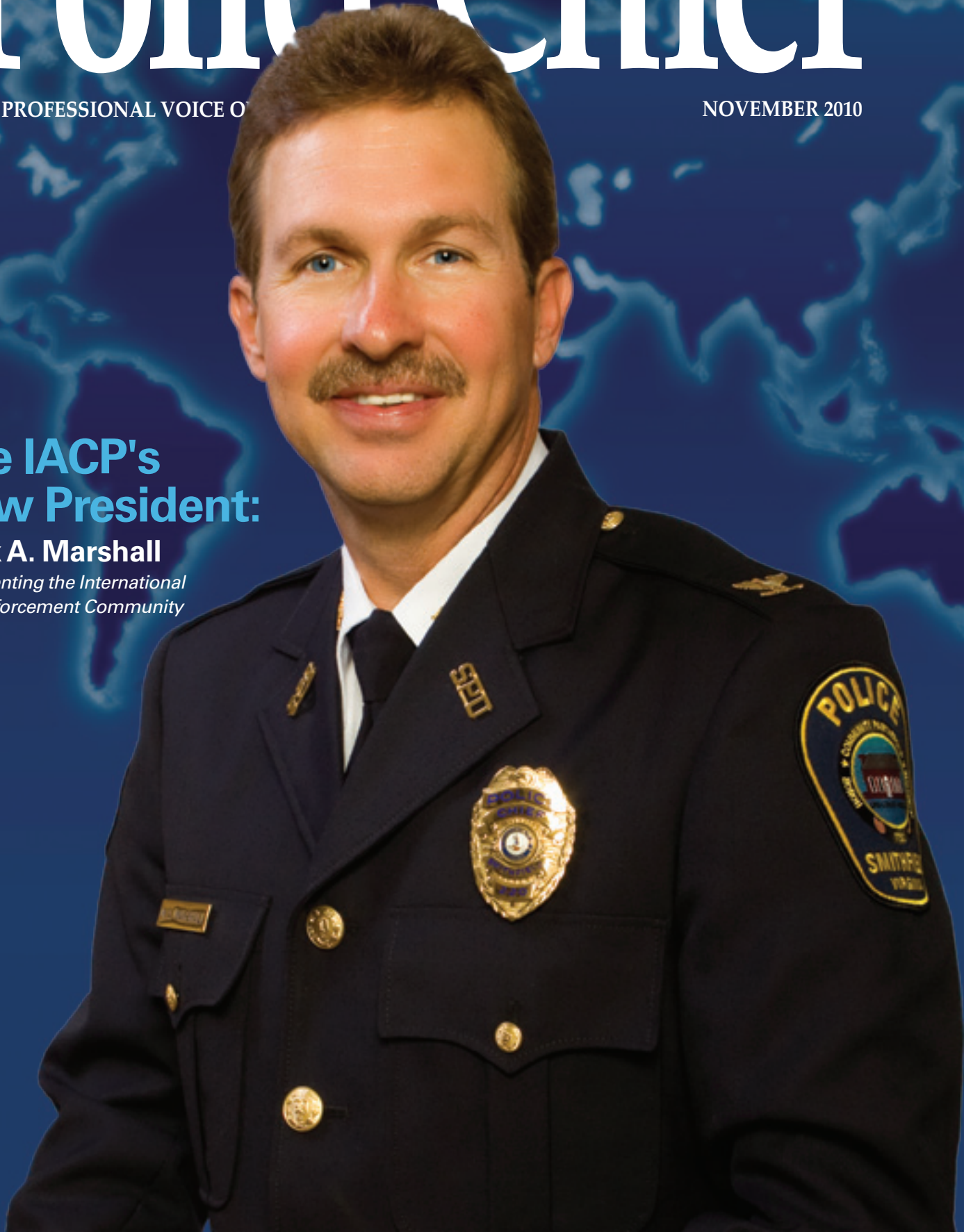
THE PROFESSIONAL VOICE OF

NOVEMBER 2010

The IACP's New President:

Mark A. Marshall

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Law Enforcement Community*





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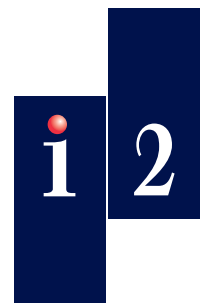
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TGD Communications, Alexandria, Virginia /

Graphic Design and Production

Richard J. Ashton, Dianne Beer-Maxwell,

Patricia Casstevens, Carolyn Cockroft,

Elaine Deck, Rosemary DeMenno,

John Firman, Stevyn Fogg, Christina Horst,

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Mark A. Marshall, chief of police, Smithfield Police Department, Smithfield, Virginia, was sworn in as IACP president during the 117th Annual IACP Conference in Orlando, Florida, October 27, 2010.

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Immediate Past President Michael J. Carroll, Chief of Police, West Goshen Township Police Department, 1025 Paoli Pike, West Goshen, PA 19380-4699

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2011 (118th) • Oct. 22-26 • Chicago, IL
2012 (119th) • Sept. 29-Oct. 3 • San Diego, CA
2013 (120th) • Oct. 19-23 • Philadelphia, PA
2014 (121st) • Oct. 25-29 • Orlando, FL

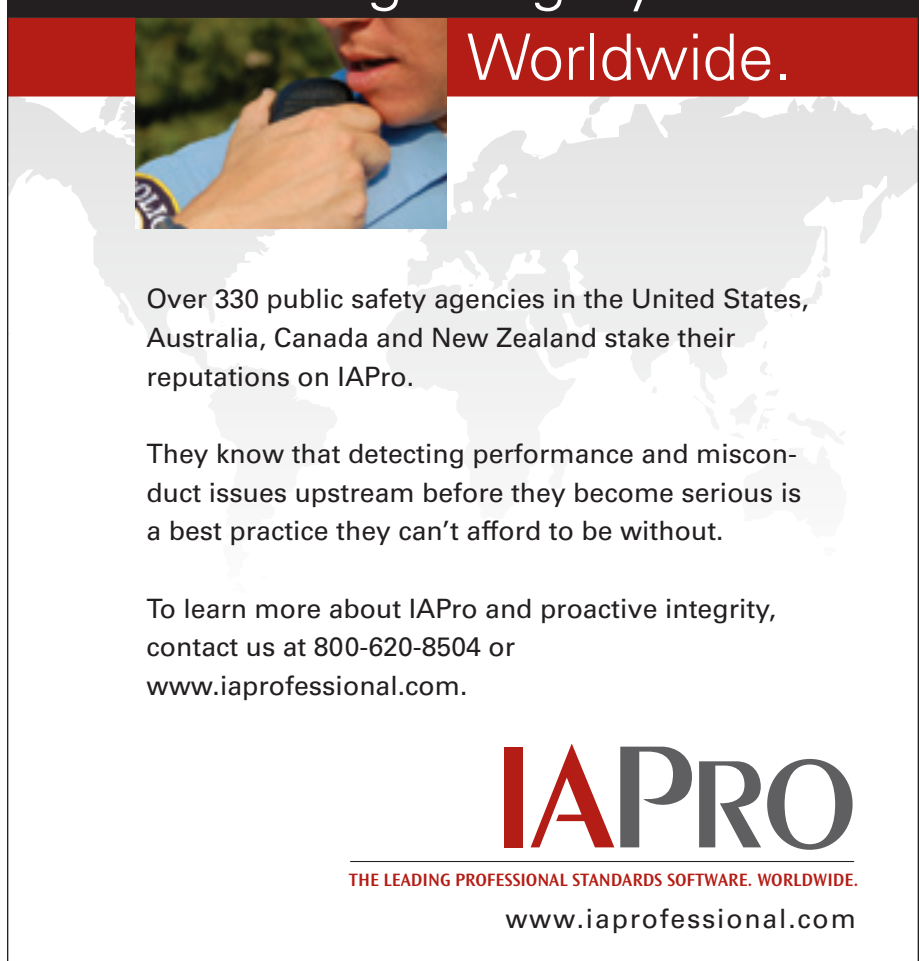
International IACP Conferences

Asian Pacific Executive Policing Conference - 2010 (11th)
December 5-7 • New Delhi, India
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The Year Ahead

As police chiefs, we have the distinct honor of leading the finest individuals that society can produce: the police officers on the street. Each day our officers demonstrate that they are extraordinary people who are routinely doing extraordinary things.

Each of us remembers those milestone moments that make up our lives. Would you ever forget the first day that you put on your uniform and your badge? The excitement and the pride of the moment are indelibly etched into our memories forever. It signaled our desire to be a part of something bigger than ourselves. It symbolized our dedication to service, integrity, the safety of our fellow citizens, and our faith in the rule of law.

As we weave through our careers in law enforcement, it is our responsibility to our profession and to those we lead to meet each challenge with excitement and zeal and to never surrender to apathy or to the belief that nothing can be changed.

It is this responsibility that led me to join the International Association of Chiefs of Police (IACP). Eighteen years ago, as a “newly minted” police chief, I realized the value that engaging and networking with the collective genius that makes up our great association would bring to my community and my career. Drawing on the resources of more than 21,000 members from around the world, the IACP is uniquely qualified to develop and promote those strategies and tools that will make our communities and our countries better places to live.

Never has this been a more important undertaking. Our communities face many challenges and ever-evolving threats. It is vital that law enforcement agencies stay current and on the cutting edge. We must constantly assess and redefine how we do business and be prepared to shift tactics and adopt new techniques and strategies to overcome the threats to our communities. The IACP was founded more than 117 years ago for this very purpose, and I firmly believe that we continue to fulfill the vision of our founders.

Four years ago, as a candidate at the annual IACP conference in 2006, I outlined several of the challenges facing our profession and our association. Since that time, it is clear that while some progress has been made, much remains to be accomplished. However, achieving success in these areas requires not just your support, but also your active participation. The membership of the IACP is our greatest resource and our greatest strength. I look forward to working with all of you to address the following issues.

First, it is no secret that that our ability to share information is mission critical. The days of stand-alone, self-serving agencies are gone. We are a global community. We must share information agency to agency and region to region, at a national level and with our international partners. Our ability to collect and disseminate timely information is an absolutely essential ingredient in our missions. Somewhere in the world, a police officer is collecting information on the next terrorist who will strike one of our communities. Getting that information to the right people, who can then make it actionable intelligence, is critical. But this goes beyond combating terrorism; it is also essential for our crime-fighting efforts. Shared information is a force multiplier for any agency, large or small. The challenge is ensuring that this information is shared in a fashion that allows for meaningful operational relevance.

A key element in achieving this vital information exchange is the National Data Exchange (N-DEX). However, before we can fully realize the value of this system, the necessary funding must be secured and we must resolve the disconnect between other information-sharing systems, fusion centers, and reporting requirements such as Suspicious Activity Reporting (SAR).

I know that the multitude of systems and options that address information sharing is frustrating for much of our membership. It is clear that we need a solution that makes operational sense and gives us manageable intelligence. We

need to distill these concerns into a comprehensive blueprint for action. I will work this year with our standing committees and sections to identify those impediments and propose a series of recommendations for immediate implementation. We will engage the stakeholders at every level—local, tribal, state, and federal. The time for talk has passed; we must take action. Our communities, our agencies, and our countries are counting on it.

Second, the IACP call for a National Commission on Crime and Justice continues to grow in importance. The 1965 Johnson Commission report fundamentally changed the criminal justice system in the United States. Still, much has changed in the past 45 years. Technology, immigration, and our role in the protection of our homeland are but a few of the new challenges for our profession. Now more than ever, we must have a comprehensive review of the entire system. We must bring this commission to fruition; this will be a legislative priority during the coming year.

Third, almost without exception, police agencies are facing reduced budgets. Reductions in staffing are at an all-time high. The negative effect of reducing services to our communities cannot be overstated. In response, the IACP must be a resource to assist our members when they are faced with difficult financial decisions. Drawing on the collective wisdom and experience of our membership, the IACP will work to be a one-stop shop that will provide the members with information on alternative funding streams, improved communication tools, and the identification and prioritization of cost-saving measures and other efficiencies.

There are also two very important issues related to law enforcement technology that demand attention. While technical in nature, both issues will have a tremendous impact on our continuing ability to protect our communities,

The first issue involves the allocation of the 700 MHz D-Block radio spectrum for public safety use. Whether you have four officers or forty thousand, this small piece of radio spectrum is absolutely essential to your broadband communications capabilities. That is why the IACP, along with all of the major public safety associations, has worked tirelessly to ensure that public safety has a sufficient spectrum. We cannot allow this valuable spectrum to be lost to commercial interests. We must leverage the collective muscle of our membership on this issue and bring the D-Block to public safety.



**Mark A. Marshall, Chief of Police,
Smithfield Police Department,
Smithfield, Virginia**

Continued on page 75

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Congress Passes Continuing Resolution to Sustain Federal Government

By Meredith Ward, Legislative Representative, IACP

Congress has passed a continuing resolution (CR) where programs are funded at the lowest current levels into law. A continuing resolution is a stopgap funding measure that is passed for a short period of time to give lawmakers additional time to work on a final measure. The CR will keep the federal government operating through Friday, December 3, 2010.

The CR covers funding levels for the primary law enforcement assistance grants administered through the Department of Justice and the Department of Homeland Security, including

- \$511 million for Byrne Justice Assistance Grant
- \$298 million for Community Oriented Policing Services hiring
- \$652.5 million for the State Homeland Security Grant program
- \$646.25 million for the Urban Area Security Initiative
- \$459.25 million for the Law Enforcement Terrorism Prevention Program

Congress Passes Secure and Responsible Drug Disposal Act

Congress has passed S. 3397, the Secure and Responsible Drug Disposal Act of 2010. The legislation aims to reduce the risk of drug abuse by young adults by providing an easy, safe means to collect and destroy unused, unwanted, or expired prescription medication.

Coincidentally, on September 25, the U.S. Drug Enforcement Administration (DEA) held a one-day collaborative effort with state, local, and tribal law enforcement agencies to remove potentially dangerous controlled substances from homes throughout the United States. This "take-back" initiative provided the public with an opportunity to surrender pharmaceutical controlled substances and other medications to law enforcement officers for destruction.

The IACP is proud to support this initiative because expired, unused, or unwanted controlled substances in the home represent a potential source of supply for the increasing abuse of pharmaceutical drugs in the United States and pose an unacceptable risk to public health and safety.

For additional information on DEA's Take-Back Campaign, visit <http://www.justice.gov/dea/pubs/pressrel/pr091510.html>.

Congress Passes LEOSA Expansion

Before the break for its fall recess, Congress passed S. 1132, the Law Enforcement Officers Safety Act (LEOSA) Improvements Act of 2010. The legislation, which is strongly opposed by the IACP, amends the original LEOSA to include certain retired federal officers. Specifically, retired Amtrak Police Department officers, Federal Reserve officers, and executive branch law enforcement officers are now eligible to carry concealed firearms across state lines.

The IACP opposed the original bill and the most current one because it is the IACP's belief that states and localities should have the right to determine who is eligible to carry firearms in their communities. It is essential that state and local governments maintain the ability to legislate concealed carry laws that best fit the needs of their communities. This applies to laws covering private citizens as well as active and former law enforcement personnel.

House Passes Organized Retail Theft Investigation and Prosecution Act

In late September, the House of Representatives passed H.R. 5932, the Organized Retail Theft Investigation and Prosecution Act of 2010. The legislation directs the attorney general to submit a report to Congress containing recommendations on how retailers, online businesses, and law enforcement agencies can help prevent and combat organized retail theft. The bill also establishes an organized retail theft directorate in the Department of Justice (DOJ) to investigate

and prosecute organized retail theft. DOJ also will assist state, local, and tribal law enforcement agencies in such investigations.

The legislation is similar to H.R. 1173, the Organized Retail Crime Act, which IACP supports. Organized retail crime has become a growing issue in the last decade where individuals and enterprises are engaged nationally and internationally in organized crime involving theft and interstate fencing of stolen retail merchandise.

IACP/PARADE Magazine Police Officer of the Year Receives Medal of Valor

The IACP/PARADE Magazine Police Officer of the Year for 2009, Officer Pedro Garcia III of the San Antonio, Texas, Police Department, was recently presented the Public Safety Officer Medal of Valor by Vice President Joseph Biden.

Garcia won Police Officer of the Year for a heroic and selfless act. Quick thinking and daring action by Garcia saved the lives of two badly wounded fellow officers in a shootout with a crazed gunman firing at them with an AK-47 assault rifle from a southside San Antonio residence a year ago in September. First, Garcia lay down a covering fire from the backyard of the two-story structure, forcing the assailant to take cover, while other officers dragged the wounded male officer to safety. Garcia then charged across an open space, exposing himself to gunfire, in order to reach a vulnerable female officer who had been shot in the back. Garcia called to another officer to ram a fence gate with a patrol car and open a path so he could throw the wounded woman over his shoulder and carry her to safety.

Read more about Garcia's medal at <http://www.whitehouse.gov/the-press-office/2010/09/22/background-todays-medal-valor-ceremony>. ❖

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Law Enforcement Leaders Learn, with a Corporate Twist



Participants at graduation from the Law Enforcement Business Fellowship (from left): Lori Dreier, Thad Turner, Jason G. Fox, Thomas E. Doyle, Walter J. Evans, and John W. Roland Jr.

By Michael J. Carroll, Chief of Police, West Goshen Township Police Department, West Goshen, Pennsylvania; Immediate Past President, IACP; and Chair, IACP Foundation

In July 2010, the IACP Foundation was proud to once again partner with Target to present the second iteration of the Law Enforcement Business Fellowship (LEBF). The LEBF is a two-week leadership and management training program developed by Target team members and a subcommittee of the IACP Foundation board to examine several successful corporate strategies and translate them into a law enforcement lexicon.

This year, the course served six senior command staff candidates from a variety of backgrounds, agencies, and geographic locations. Participants were selected through a national application process, and each one came to the class with different expectations and perspectives regarding their roles as law enforcement leaders in a changing world.

Through both classroom and hands-on training courses, the candidates were exposed to the most current corporate trends and instruction on topics such as media relations, change management, talent planning, community partnerships, forensics, and the Six Sigma business management strategy.

As with the first offering of the LEBF in 2009, this year's attendees had high praise for the course content and the professionalism and knowledge of instructors, but, more importantly,

they were grateful for the opportunity to attend training of this caliber at no cost to their agencies.

The accounts below, in the candidates' own words, truly reflect how valuable public-private partnerships can be to individual officers, their departments, and the communities they serve. The IACP Foundation is grateful to Target and all of its team members for this important investment in the future of professional policing.

Colonel/Chief of Police Thomas E. Doyle, Greenhills, Ohio, Police Department

"In these trying economic times when police executives are tasked with doing more for their communities with shrinking budgets, I was afforded a unique opportunity by Target and the IACP Foundation. I was able to take an in-depth look at how private business practices such as Six Sigma can be applied to law enforcement to help solve problems in a logical manner. Financial issues are going to be with the public sector for a long time, and a solid problem-solving strategy will help establish and maintain public confidence."

Captain Thad Turner, Orangeburg, South Carolina, Department of Public Safety

"This program was one of the most useful I have attended in my career. The program provided a unique perspective on talent management and team coaching. Both of these concepts will definitely prove useful in my role as a law enforcement leader. Building strong team relationships and improving talent within the law enforcement community are keys to improving our communities and delivering service. Law enforcement can learn a great deal from successful companies. It was a privilege to be part of the program, and I will use the information I learned to continue promoting excellence within my agency."

Major Walter J. Evans, Tulsa, Oklahoma, Police Department

"I was particularly intrigued by the Six Sigma concepts presented in this course. Six Sigma strategies have universal applications that can not only be used by a large retailer, but also readily applied to by a police department of any size or type. My only regret is that we did not have more time to devote to this process."

Lieutenant Jason G. Fox, San Francisco, California, Police Department

"The adversity faced by law enforcement and private enterprise, especially during difficult economic times, is not dissimilar. Both the private and public sectors must strive to run lean and 'do more with less.' The LEBF allowed me to examine Target's innovative solutions to their own operational challenges. The ideas and methodology that corporations employ to optimize their productivity and resources can be emulated by agencies like mine; the lessons learned will directly benefit the San Francisco Police Department."

Deputy Chief John W. Roland Jr., Mount Vernon, New York, Police Department

"This training program was a unique opportunity to observe, learn, and openly discuss the management principles and policies of a successful corporation. Also, the interaction with other law enforcement executives from across the country provided additional insight and problem-solving discussions concerning the issues that face executives in law enforcement. Transforming leadership development and talent management principles from the corporate sector to the public sector will undoubtedly prove beneficial to police agencies."

Lieutenant Lori Dreier, St. Louis Park, Minnesota, Police Department

"The training offered by IACP Foundation and Target really shows the power of community involvement and partnerships. When public and private entities work together in problem-solving efforts, we can make our communities great places to live, work, and play. I also enjoyed getting to know the other fellows and believe, through the training process, we have developed partnerships that will be great resources throughout our careers." ❖

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Legal Training and Concerns for Conducted Energy Weapons

By Eric Daigle, Attorney, Daigle Law Group LLC, Southington, Connecticut; and John G. Peters Jr., PhD, Certified Litigation Specialist, Henderson, Nevada

Conducted energy weapons (CEWs) are being used by thousands of law enforcement agencies around the world. While the effectiveness of CEWs is quite impressive, there is growing concern about when and upon whom individuals should use these devices. Many courts have provided guidance on the issue of when to use CEWs,¹ and this body of knowledge is growing. Of growing concern are recent manufacturer product-use warnings about categories of individuals upon whom the device should be used as a last resort or not used at all. Law enforcement administrators must carefully read product-use warnings and incorporate them into agency policy and training to minimize risk-management issues.

In September 2009, one major CEW manufacturer issued product-use warnings.² These warnings identified higher risk populations and physiologically or metabolically compromised persons and cautioned against using CEWs on several categories of people because such use could increase the risk of death or serious bodily harm. These categories included pregnant women, the infirm, the elderly, small children, and individuals with low body-mass indexes (BMI).³ The manufacturer also warned governmental entities and CEW users that its CEW had not been scientifically tested on these at-risk populations. Agency CEW or use-of-force policies and training will need to be updated to parallel these warnings, but it will not be a quick fix.

For example, what will an agency's CEW policy and training define as a "small child"? Will "small" be based on age, height, weight, or something else? What standard forms the basis for the definition? Is it a dictionary, a website, the World Health Organization (WHO), the Centers for Disease Control and Prevention (CDC), or did the policy writer or trainer simply make up the definition? The "small child" definition may become a focal point during litigation; therefore, the basis for it may become important.

Similarly, what is an "elderly person"? A rudimentary search of this term yields several definitions, including people who are retired.

Using this definition, anyone who is retired would be classified as elderly, even if the person is thirty years old. The definition of the term "elderly" must be determined by agency policy writers prior to litigation to not only manage, but also minimize potential risk. Although the CEW manufacturer may have met its legal duty to communicate the risks associated with using its CEW, the legal concern remains that it is now the responsibility of agencies and government entities to incorporate these warnings into policy and training.

The definition of "pregnant" and the question of when an officer is permitted to deploy a CEW on a pregnant woman are not only problematic for the policy writers, but also for the legal defense team that may need to defend the governmental entity and the officer. If the definition of "pregnant" is too general (for example, the terminology "CEWs are not to be used on pregnant women"), then a woman who is in an early stage of pregnancy could sue the governmental entity and the officer based upon the restrictive policy. One option may be for the agency policy writers and trainers to direct officers to limit the use of CEWs on "visibly pregnant" women, unless exigent circumstances will justify a CEW deployment. Consider, for example, that a visibly pregnant woman aggressively moves toward and threatens officers with a small garden rake. A CEW deployment may be reasonable under the circumstances pursuant to the *Graham v. Conner* "objectively reasonable" standard, but because of the strict definition given in the agency's policy, the action will be found as a policy violation and may support a liability claim.

To minimize agency liability, it is beneficial to rewrite agency CEW policy with consideration of manufacturer CEW product warnings and the IACP model policy on electronic control weapons.⁴ Define terms such as "pregnant," "infirm," and "elderly," and ensure that these definitions have a basis from an organization, dictionary, or legal treatise. Remember that product manufacturers have a legal duty to warn product end users about foreseeable risks, including injuries; however, law enforcement agencies may deviate from these warnings. For example, a firearms manufacturer warns never to point a firearm at an individual, but law enforcement officers may need to ignore this warning to save their lives or that of a third party. Under the appropriate circumstances, this is a reasonable use of force under the Fourth Amendment.

After revising and vetting the CEW policy, agency executives must distribute the document to all personnel who carry or use CEWs. Everyone must receive a copy and confirm receipt with a signature.

It is imperative to conduct training on the revised CEW policy. Law enforcement managers must ensure that CEW instructors and users follow all recommendations and make sure personnel are trained and tested on these changes and recommendations. To unlearn and then relearn is difficult, so conducting frequent and repetitious training may be necessary.

Finally, make sure agency administrators, policy writers, CEW instructors, and CEW users are provided with CEW manufacturer product warnings and training updates. Writing policies is a process, not a one-time project. CEW manufacturers update their warnings and training information on a regular basis, in part, to meet their legal responsibilities. Law enforcement agencies, too, must continually update their policies and training so as not to lag in meeting their legal responsibilities. ❖

Notes:

¹*Draper v. Reynolds*, 369 F.3d 1270 (11th Cir. 2004); *Beaver v. The City of Federal Way*, 507 F. Supp.2d 1137 (W.D. Wash. 2007); *Beaver v. The City of Federal Way*, 301 Fed. Appx. 704 (9th Cir. 2008) (qualified immunity upheld); *Casey v. The City of Federal Heights*, 509 F.3d 1278 (10th Cir. 2007); *Brown v. City of Golden Valley*, 534 F. Supp.2d 984 (D. Minn. 2008) affirmed 2009 U.S. App. LEXIS 16071 (8th Cir. 2009); *Parker v. Gerrish*, 547 F.3d 1 (1st Cir. 2008); *Bryan v. McPherson*, 590 F.3d 767 (9th Cir. 2009), U.S. App. Lexis 28413.

²Melinda Rogers, "Taser Warning: Stun-gun Maker Suggests Avoiding Chest Shots," *Salt Lake Tribune*, October 22, 2009, http://www.sltrib.com/news/ci_13614146 (accessed June 14, 2010).

³TASER, *TASER X3, X26, and M26 ECD Warnings, Instructions, and Information: Law Enforcement*, May 2010, <http://www.taser.com/legal/Documents/Law-Enforcement-Warnings.pdf> (accessed October 18, 2010).

⁴For more information on up-to-date model policies, and their related papers, please contact the National Law Enforcement Policy Center by e-mail at policycenter@theiacp.org or visit the website at <http://www.theiacp.org/policycenter>.

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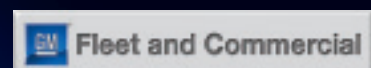
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For more information about the LPO program, or for more information about any of IACP's leadership programs, contact Jennifer Porter at porter@theiacp.org or 1-800-THE-IACP ext. 366.

The training division of the IACP is currently seeking additional co-host agencies with which to partner to offer training in a cost-effective manner throughout the United States. To obtain information on any of the above courses or on the benefits of co-hosting training, please visit our Web site at <http://www.theiacp.org> and click on TRAINING or call 1-800-THE-IACP ext. 265.

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ADVANCES & APPLICATIONS

Where do the good ideas come from?

In this column, we offer our readers the opportunity to learn about—and benefit from—some of the cutting-edge technologies being implemented by law enforcement colleagues around the world.



OnSSI's Video Surveillance Management and Control Solution Takes Security to a Higher Level

Los Angeles, California-based Stephen S. Wise Temple & Schools recently implemented a multifaceted security and video surveillance system to ensure the safety of facilities, members, students, faculty, and staff. A major component of the system is the NetDVMS Video Surveillance Management and Control Solution from OnSSI, which manages networked video from cameras located throughout the facilities and integrates with the institution's physical security information system.

"Part of the beauty of the NetDVMS system from OnSSI is its ability to integrate with multiple systems," said David Lam, chief information security officer for Stephen S. Wise Temple & Schools. "It is a very open system. We had no problem integrating analytics, and we can switch cameras whenever we want to. It is an open solution and works with products with which we need it to work."

Stephen S. Wise Temple & Schools in Los Angeles is one of the largest Reform Jewish congregations in the United States, with more than 3,000 member families and close to 1,700 children in its schools. The temple encompasses an early childhood center, an elementary school, a religious school, the David Saperstein Middle School, and the Milken Community High School. A 24-hour security operations center maintains watch over the temple and its various campuses, thanks in part to OnSSI's video system.

Working with system integrator Antropy Inc. of Chatsworth, California, the temple security

team evaluated three different Internet Protocol camera management systems. OnSSI's NetDVMS solution was selected based on its lower total cost of ownership, conformity with information technology best practices, compatibility, and simplicity of installation and operation.

Stephen S. Wise Temple & Schools run NetDVMS software on two servers with 16 terabytes of video storage assigned to the OnSSI system. Ten cameras run on a virtual server and another 54 cameras run on hardware servers. The cameras are a mix of domes, "box" cameras, and pan-tilt-zoom cameras, all of which are managed by OnSSI's NetDVMS system.

For more information, visit <http://www.onssi.com>.



PlantCML NG9-1-1 Solution Is First in Service on ESInet for Washington State's 9-1-1 Centers

PlantCML, an EADS North America company, continues to provide quality emergency communications technology with its commit-

ment to the progression of the next generation 9-1-1 (NG9-1-1). Together with the state of Washington, PlantCML is providing interoperability with an NG9-1-1 network using the VESTA CS1000 call-processing platform.

Installed in some of North America's most progressive call centers, the VESTA CS1000 solution is a server-based, full-featured Internet Protocol (IP) Private Branch Exchange. It features sophisticated call routing, automatic call distribution, and enhanced administrative capabilities. Delivering world-class reliability, the VESTA CS1000 solution provides architectural elements and extensive redundancy mechanisms, including campus and geographic redundancy, to ensure network uptime. Its simple yet scalable design enables mission-critical call centers to deploy this solution today and evolves into a more dynamic solution as future needs emerge, which is the strategy of Washington State.

The state of Washington is one of the first to replace the existing analog E9-1-1 network with a solution that will route 9-1-1 calls through a state-run Emergency Services IP network (ESInet).

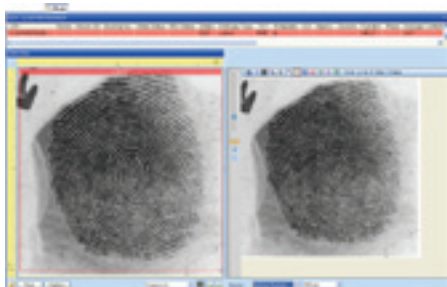
The goals for the network are to improve call setup time and increase the speed at which voice and data arrive at the public safety answering point (PSAP), thereby saving lives. This privately managed IP network will replace the three existing service providers' analog networks and provide call load and host equipment sharing through equipment centralization. This centralization will allow individuals to retain local control over how 9-1-1 calls are handled, while minimizing the associated costs.

"It's a great accomplishment for the Washington State E9-1-1 program to lead the way in transitioning to the NG9-1-1 within the 39 counties handling emergency calls for their respective jurisdictions," said Jim Barber, communication manager for Benton County's Southeast Communication Center (SECOMM) in Wichland, Washington.

A PlantCML customer since 1998, SECOMM is one of the first PSAPs in Washington State to connect to the new ESInet. The PSAP is equipped

with PlantCML's VESTA call-processing solution and handled more than 363,560 calls during its last reporting period.

For more information, visit <http://www.plantcml-eads.com>.



Cherokee Sheriff's Office and NEC Implement Intera-ID to Help Solve Crimes

NEC Corporation of America (NEC), a provider and integrator of advanced communications and technology solutions, announces that it has successfully deployed its next-generation Automated Fingerprint Identification System (AFIS) Intera-ID solution in the Cherokee County, Georgia, Sheriff's Office (CSO) to solve crimes faster and help remove criminals from the street.

CSO is a full-service law enforcement agency approximately 45 miles north of Atlanta, Georgia, serving a community of more than 190,000 people. Up until a year ago, this agency was in operation without a dedicated AFIS system, hindering CSO's ability to thoroughly and efficiently investigate cases.

"When conducting criminal investigations, time is of the essence—the faster we can identify suspects, the quicker we can successfully solve cases," said CSO Captain Hubert Love. "Prior to deploying NEC's Intera-ID, if we had a latent print that needed to be searched against the state AFIS database, it required hours of driving to an AFIS workstation and requesting another agency to perform the search. Critical time was lost, and we recognized the need for a better procedure."

CSO found exactly what it needed with NEC's Intera-ID solution.

"We knew that NEC's AFIS delivers the best speed and accuracy when it comes to biometrics and matching," said Love. "Possessing these features in the fingerprint and palm print record retrieval process is extremely important and has a direct, positive effect on public safety." ❖

For more information, visit <http://www.necam.com/ids>.

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The Florida Criminal Justice Executive Institute: A Bellwether for Leadership Training in Florida

By David Brand, Internal Affairs
Commander (Retired), Tallahassee,
Florida, Police Department; and
Director, Florida Criminal Justice
Executive Institute, Florida Department
of Law Enforcement

Leadership training is one of the consistently identified needs in law enforcement training. Trends emerge and issues develop; however, without trained leaders, a criminal justice agency not only can falter, but can actually fail. When responsible for safeguarding citizens, their property, and their constitutional rights, failure is simply unacceptable. The state of Florida and the Florida Criminal Justice Executive Institute (FCJEI) have pioneered leadership training for criminal justice executives and have, over the past 20 years, developed a model for other states to follow.

FCJEI Development

In 1989, an advisory committee, appointed by the Florida Department of Law Enforcement Commissioner, was impaneled to guide the development and delivery of external training to criminal justice agencies. This committee comprised three sheriffs and three police chiefs. By the fall of 1989, the committee had the endorsement of the Florida Police Chiefs Association Executive Committee and the Florida Criminal Justice Standards and Training Commission. With the support of these groups, the Florida Criminal Justice Executive Institute was created by the 1990 Florida legislature "for the purpose of providing such training as is deemed necessary to prepare the state's present and future criminal justice executives to deal with the complex issues facing the state."¹

According to James D. Sewell, retired assistant commissioner of the Florida Department of Law Enforcement and the first director of the FCJEI, five key decisions were made to provide direction for program delivery.

1. The institute should always utilize a cutting-edge faculty.
2. The institute should focus on classroom and after-hours discussions that would challenge the participants.

3. Use of an interdisciplinary approach should include all of the criminal justice professions, including law enforcement, corrections, the judiciary, medical examiners, prosecutors, and public defenders.
4. Participants should recognize that because the curriculum should always be "futures" oriented, it should be considered a work in progress tailored to the changing needs of the criminal justice system.
5. The programs should always be focused on the educational process—not simply training—and should involve a commitment from the participants, the faculty, and the staff.²

Authority and Direction

Florida Statute § 943.1755 and Florida Administrative Code Rule 11K-1.003 provide the legal authority that support the mission and actions of the FCJEI.³ The governing statute places the institute under the administrative control of the Florida Department of Law Enforcement and creates a policy board comprising the following 12 members:

- The executive director of the Florida Department of Law Enforcement
- The secretary of corrections
- The commissioner of education or an employee of the Department of Education, designated by the commissioner
- The secretary of juvenile justice
- Three chiefs of municipal police departments nominated by the Florida Police Chiefs Association
- Three sheriffs nominated by the Florida Sheriffs Association
- A county jail administrator nominated by the Florida Sheriffs Association and the Florida Association of Counties
- A representative nominated by the State Law Enforcement Chiefs' Association

Those members designated by statute assume the position on the policy board by virtue of appointment to their respective positions. The remaining eight members are approved by the Criminal Justice Standards and Training Commission and serve two-year terms. The policy board assesses the programs that are delivered by staff and provides advice for changes and adjustments to the curriculum.

Mission

The mission of the FCJEI is to deliver executive-level education to Florida criminal justice executives, conduct research involving emerging trends and issues, and deliver seminars and workshops to criminal justice professionals. According to Walter McNeil, secretary of the Florida Department of Corrections, a member of the FCJEI Policy Board, and the first vice president of the IACP, one of the benefits of the FCJEI model involves having representatives of different disciplines participating and networking with each other to address common issues.⁴

To accomplish this mission, programs are developed and delivered to four levels: chiefs, sheriffs and the immediate adjutants within the agencies, middle managers, and first-line supervisors and criminal justice practitioners. According to Steve Casey, executive director of the Florida Sheriffs Association, the classes are tailored to the needs of the leaders at every level of the organization, which, in turn, creates a natural progression of leadership skills and success for the organization and the community.⁵ The information that first-line supervisors need to do their jobs is different from the information that captains or majors need because the demands placed on the leaders are different at each level. Dennis Jones, chief of the Tallahassee, Florida, Police Department, a member of the FCJEI policy board, and the third vice president of the Florida Police Chiefs Association, noted that the programs foster a training environment, a study of best practices, and networking that is beneficial for command staff-level officers.⁶

- **The Chief Executive Seminar** is a three-week program for chiefs, sheriffs, and their immediate adjutants that focuses on an organized study of the future, organizational realities, and the challenges that come with being the chief executive officer of a criminal justice agency. Each delivery hosts approximately 25 participants. Class number 43 graduated in April 2010.
- **The Future Studies Program and the Senior Leadership Program** are four- and seven-weeks, respectively. These programs are for middle managers who are expected to rise in the ranks, and participation must be endorsed by the chief executive officer. These programs

concentrate on leadership, defining the future, the leadership of change, and research design. Each participant is required to identify an emerging trend or issue, conduct research involving a specific survey model, and develop empirical data. These research papers are then made available within the criminal justice community. The Future Studies Program recently graduated its charter class, and the Senior Leadership Program has graduated 13 classes as of 2010.

- **The Florida Leadership Academy** prepares first-line supervisors to exemplify the character and integrity expected of criminal justice professionals by exposing the participants to ethical dilemmas that are common in criminal justice. The curriculum also provides insight into proactive problem solving, effective communication, and related leadership skills. This program is four weeks long and is delivered on-site at various venues around the state. The Florida Leadership Academy graduated class number 16 in June 2010.
- **The Continuing Executive Development Program** offers courses on-site around the state on a fee basis to any personnel level within an agency. The courses are determined by the emerging trends and issues the criminal justice executives and practitioners face. Examples include terrorism, budgeting, officer discipline, and child exploitation.

All of these programs are delivered in face-to-face settings and encourage networking and a free exchange of ideas both inside and outside of the classroom.

Online Training

To meet the need for high-quality training during a time of reduced budgets, many criminal justice agencies have begun to consider online training more seriously than ever before. Some might say that current circumstances forced law enforcement, as a profession, to think smarter about its classroom training paradigm.

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"It was the best of times, it was the worst of times, it was the age of wisdom. . . ." Much like Charles Dickens wrote in his recount of the French Revolution, the modern world finds itself in changing times. The passage of Amendment 1 in Florida, which resulted in a restructuring of property tax assessments, a decreased real estate market, a depressed global economy, a shaky stock market, and increasing costs, has created a perfect storm for diminishing the financial resources of criminal justice agencies. Under circumstances reminiscent of the passage of Proposition 13 in California in the late 1970s, resources in many agencies, both budgetary and personnel, which were available for training two years ago, have been redirected to perform the operational duties of preventing and investigating crimes. This did not, however, diminish the responsibility of criminal justice agencies to provide training, not only to protect their own officers and lessen the probability of civil lawsuits, but to provide the level of service that Floridians deserve.

Florida officers are required to complete a minimum of 40 hours of continuing education every four years. Some of these hours involve mandatory curriculum, designated in the Florida Administrative Code, and the remaining hours are designated by the agency head. The cost of training involves not only tuition fees but also the costs involved

with the loss of the officer's physical presence in the workplace and the costs associated with scheduling another officer to work in place of the officer who is attending training. Regardless of whether the affected agency is a small police department or a larger state operation, these costs can be enormous.

In 2008, in order to meet this need, the FCJEI staff shifted resources and began to develop and produce online training. This shift from exclusive face-to-face classroom delivery to a distance learning model was initially intended to be a temporary bridge to help agencies access education during tough financial times. However, since its inception, online training has increased in popularity and has moved from being an ancillary option to the primary method of training for some agencies. In 2010, the FCJEI staff was awarded a prestigious Prudential-Davis Productivity Award for service and creativity. This award is granted by a private industry consortium in Florida that assesses government programs for effectiveness and efficiency.

The FCJEI has a library of distance learning courses that are offered to Florida criminal justice agencies free of charge. From its inception through July 2010, the FCJEI has served 18,246 students at 231 agencies with 37,735 hours of training being delivered.⁸

The FCJEI website can be viewed at <http://www.fdle.state.fl.us/fcjei>.

Lessons Learned

Institutes of learning are not merely created; they evolve over time after identifying, meeting, and accepting challenges on a continuum. After monitoring the inner workings, the programs, the methodologies, and the politics involved with the FCJEI over a number of years and managing it for the past five years, the author has several observations to share with any agency that endeavors to create a similar school.

1. Have a champion for your cause. This must be an individual or a constituency group that understands the program's needs and will use influence to create, build, and fund a response to it. Champions for the cause must be sought out.

2. There must be a reward system or public acknowledgment for your champion. If individuals or groups expend political capital to achieve a purpose, there needs to be an expressed acknowledgment for their efforts.

3. Have a law that creates and maintains the school. If the school involves a state agency, endeavor to have a statute passed that creates and supports it. This not only spreads ownership of the school's activities but also supports funding, especially during times when resources are dwindling.

4. Establish and maintain a policy board. Codify the membership and method of appointment into the supporting statute



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or, in the case of a municipal agency, the ordinance. The policy board provides professional credibility.

5. Remain in touch with graduates. They can be your greatest ambassadors, especially if they are kept aware of new programs and are encouraged to network with each other.

6. Conduct and publish research on emerging trends. Those who are published become recognized as the experts.

7. Tailor each program to the specific needs of the participants. If the programs are designed to meet the needs at each level of leadership, they will create a natural progression of leadership skills and success for the organization and the community.

8. Focus on delivering a leadership model as opposed to simply training. Many sources offer a wide range of training; however, focusing on leadership can make a program unique.

The Future

Some of the emerging dialogue from law enforcement leadership involves managing criminal justice agencies during a financial crisis, addressing increased gun violence directed towards law enforcement officers, and enforcing border security laws while protecting the rights of individuals.⁹ Resolution to these issues requires sound leadership at every level to ensure that limited resources are used in the most effective and efficient ways. ♦

Notes:

¹Florida Senate, Department of Law Enforcement Act, Florida Criminal Justice Executive Institute, 47 Fla. Stat. § 943.1755, http://www.flsenate.gov/statutes/index.cfm?mode=View%20Statutes&SubMenu=1&App_mode=Display_Statute&Search_String=943.1755&URL=0900-0999/0943/Sections/0943.1755.html (accessed September 28, 2010).

²James D. Sewell, personal communication with author, October 19, 2005.

³Florida Statute, § 943.1755; and Florida Administrative Weekly & Florida Administrative Code, Rule 11K-1.003, <https://www.flrules.org/gateway/ruleNo.asp?id=11K-1.003> (accessed September 28, 2010).

⁴Walter McNeil, personal communication with author, July 7, 2010.

⁵Steve Casey, personal communication with author, July 6, 2010.

⁶Dennis Jones, personal communication with author, July 8, 2010.

⁷Charles Dickens, *A Tale of Two Cities* (New York: New American Library, 1997).

⁸Florida Department of Law Enforcement Bureau of Professional Development internal records.

⁹Walter McNeil, personal communication.

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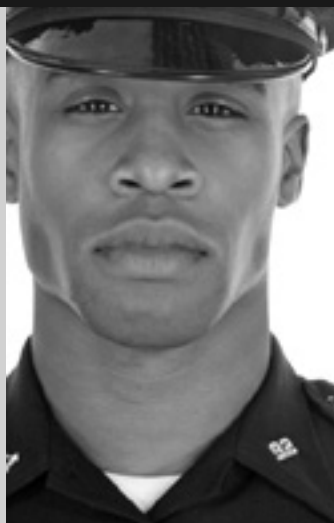
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Bridging the Gap Between Technology and Requirements

Training for Face-to-Face Encounters

By Trent Duffy, Public Affairs,
FBI Terrorist Screening
Center, Washington, D.C.

It's 3:00 a.m. on a desolate state route in the middle of nowhere, and an officer has made what seems like a routine traffic stop for speeding. Three persons sit in the dark vehicle ahead. The officer runs the tag numbers, and, all of a sudden, everything about this traffic stop changes.

The check comes back with a special message from the FBI Terrorist Screening Center (TSC): "Warning—approach with caution." At least one of the individuals is of investigative interest to law enforcement regarding association with terrorism.

The officer is able to receive this warning today because of the threads in the criminal justice net that come together through the TSC.

Every week, according to data from the TSC, hundreds of known or suspected terrorists meet face-to-face with state, local, and tribal law enforcement in the United States under different circumstances. For many local officers, the contacts are during traffic stops; at other times, the contacts involve petty larceny and misdemeanors, or even incidents of suspicious terrorist activities. The attempted Christmas Day 2009 bombing of a Detroit-bound jet¹ and the attempted car bombing in Times Square in New York City² are reminders that terrorists still want to inflict great harm on people in the United States, as well as in other countries.



9/11 Hijacker Mohammed Atta was stopped by local law enforcement before the attacks.

Image courtesy of the FBI Terrorist Screening Center.

One deep frustration regarding the 9/11 attacks was that three of the hijackers—Mohammed Atta, Ziad Jarrah, and Hani Hanjour—were stopped by state or local law enforcement for routine traffic violations in the days leading up to the deadliest terrorist attack in U.S. history. However, in 2001, there was no central system in place that could identify them as having an association with terrorism.

That has all changed. Today, state and local law enforcement have a willing partner to help improve officer safety, strengthen national security, and expand U.S. counterterrorism efforts: the FBI Terrorist Screening Center (TSC).

Further, as this article is being prepared for publication in early October 2010, a homeland security bulletin has been issued to state and local law enforcement agencies advising them that the U.S. Department of State has issued a travel alert for Americans in Europe, based on intelligence of the potential for attacks by al-Qaeda and other groups in Europe.

The travel alert, issued Sunday, October 3, by the State Department, warns of possible acts of terrorism by al-Qaeda and other organizations, particularly on public transportation and at tourist attractions. On Monday, October 4, Japan and Sweden issued similar advisories. Britain has warned that France and Germany are dealing with a "high threat of terrorism."³

Local-State-Federal Information Sharing and Integration

The terrorist acts of 9/11 have brought about a paradigm shift in the local-state-federal partnership, as witnessed by Captain Lennuel S. Terry, a 34-year veteran of the Virginia State Police (VSP). "At one point, there were concerns about the flow of information, but the wall that existed years ago does not exist today," he said. "Technology has come a long way in helping to dismantle that wall."⁴

The commonwealth of Virginia is a good example of how the flow of information has improved. Virginia, home to the 9/11 attack on the Pentagon, is a high-encounter state for terrorism for several reasons: proximity to the nation's capital; heavy military and intelligence presence throughout the state; and the well-traveled I-95 corridor. Because of this, Virginia's law enforcement community has been at the forefront of the collaborative effort in homeland security and counterterrorism.



Lennuel S. Terry



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Timothy J. Healy, a career FBI agent who helped spearhead the TSC and is now its director, uses this stark change to explain how critical it is for law enforcement to work closely with the TSC.



Timothy J. Healy

"If the TSC was operational prior to 9/11," he said, "and the process worked as it does today, it could have made that horrible day entirely different. Since the first day we stood up the TSC operations center, we have always pushed to create a seamless relationship between federal, state, local, and tribal law enforcement.

"One call can make an enormous difference. The officer gets important information, the intelligence community gets important information, and U.S. communities are safer. So a big part of what the TSC does is to work with officers to open this two-way conversation and make the call. Hundreds of thousands of lives are on the line."



The VSP and Captain Terry are integrating the TSC's training program at the state training academy. The Virginia Department of Criminal Justice Services has delivered TSC training to more than 400 officers since 2009. While officers attending these programs are always surprised to learn of the large number of TSC hits encountered in Virginia each

month, they leave the class armed with the knowledge of their duties in working the frontline in the fight against terrorism.

"They felt like they had received information that they previously did not have," said Captain Terry. "They saw it as new information and better information. They now have a much better feel for how it can help them."⁵

The Arlington County and Fairfax County police departments, located in Northern Virginia and bordering Washington, D.C., have also worked hard to integrate TSC training for all personnel. Because of this coordinated approach, Virginia law enforcement now leads the nation in contacting the TSC when a potential match is identified.

Though the basic program is relatively constant, TSC tailors each training session to each unit and the particular terrorist threat characteristics of certain areas. TSC has conducted hundreds of briefings for thousands of officers across the United States since its creation.

The objective of TSC's law enforcement outreach program is to inform every law enforcement department that this training is available. TSC's active outreach program seeks to raise awareness and recognition of this important system, with the end result being TSC integration into daily officer practices.

Recognizing the need for enhanced coordination and communication between the FBI and its federal, state, local, county, tribal, and campus law enforcement partners, FBI Director Robert S. Mueller created the Office of Law Enforcement Coordination (OLEC) in 2002. Since January 2009, Ronald Ruecker has served as the Assistant Director of OLEC. Ruecker was the Director of Public Safety for the city of Sherwood, Oregon; is a Past President of the IACP; and was previously the General Chair of the IACP's Division of State and Provincial Police. He served for more than 31 years with the Oregon State Police, concluding his tenure as Superintendent in December 2006.

While Ruecker challenged the perception that local-state-federal law enforcement relations and information sharing were poor prior to 9/11, he said that in the years since then, the partnership had grown stronger than ever.

"In pre-9/11 days, I don't think people thought much about it," Ruecker said. "When I was in state and local law enforcement, I was confident that if I needed to know something, the FBI special agent in charge would tell me. The biggest contributor to the perception of there being barriers in law enforcement was probably in the media and the movies. Sure, there were a few cases that got some attention, but, overall, I always felt that it was more myth than truth."⁶

After 9/11, it became apparent that all of law enforcement needed to work together better, and this reality led to more focused interaction. The fusion centers, the Joint Terrorism Task Forces, the Department of Homeland Security (DHS), and the TSC all involve a growing level of interaction with the FBI. These foundations provide a solid information-sharing partnership.

In recent years, there has been a real uptick in information sharing, attributed in part to the outreach efforts and the growing partnerships that have been built on more openness and more information exchange. According to Ruecker, the other driving factors are the threat landscape and the high-profile incidents that make the security challenge real. "There's more chatter out there, and we had 9/11, Timothy McVeigh, and Times Square," he said. "People no longer think about encountering a known or suspected terrorist as a pie-in-the-sky type of idea."⁷

Actionable Intelligence for Beat Officers

While significant intelligence, teamwork, and advanced information technology are required to compile and maintain all the records that make up the terrorist database, the way officers verify whether an individual is on the list is ultimately through a simple phone




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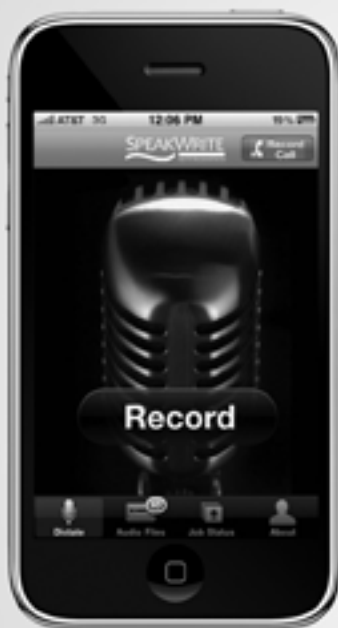
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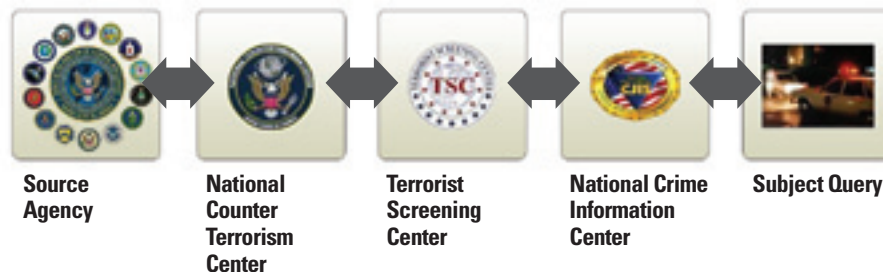


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Figure 1: Information Flow between the Intelligence Community and State/Local Law Enforcement



call. A beat officer can make a traffic stop, and identifying information is immediately cross-checked through the FBI's National Crime Information Center (NCIC) system, available to all state and local officers in the United States.

If NCIC responds that the individual is on the terrorist watch list, the officer then needs to call one of the many trained operations specialists who staff the TSC operations center, 24 hours a day, 7 days a week. The main priority of this call is to elicit enough information to enable an identity determination. For example, if the suspected terrorist lost a right thumb in a previous bombing, the TSC specialist would tell the officer to check the stopped suspect's right hand for a missing thumb. If the officer reports that the thumb is missing, this builds a stronger case that the individual is in fact the individual on the watch list.

Information sharing is not a one-way street. Beat officers have an important role and the information they may be able to collect adds to the national databases for other officers. A local beat officer's role can be simplified to answering the following questions: What else can I find out about these people? What sort of items do these people have in their cars?

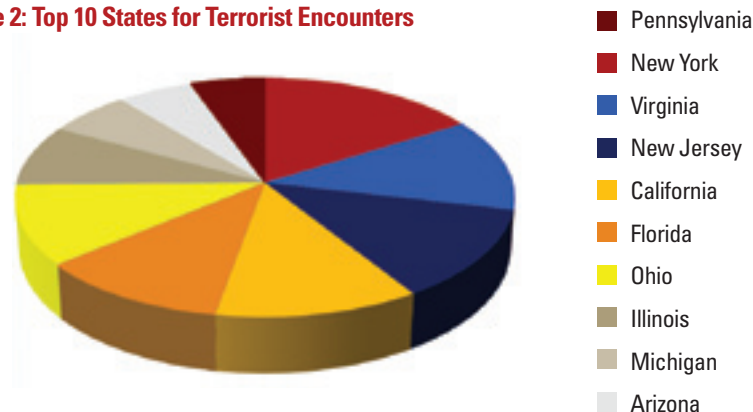
Once a positive match is made, the information flow begins—all to the benefit of enhanced national and homeland security (see figure 1).

On December 28, 2007, a vehicle was stopped for a tinted window violation in a heavily populated area in Southern California.⁸ An NCIC hit on the driver was identified. The responding officer followed up with a quick call to the TSC to confirm that the driver was on the terrorist watch list and was the subject of a southwestern FBI terrorism investigation. The officer determined that the three passengers had consumed alcohol, but the driver had not. The officer conducted a basic search of the vehicle and found two business cards belonging to FBI special agents. Further information revealed two of the three passengers were subjects of terrorism investigations in a southeastern U.S. city and a midwestern U.S. city. This information was communicated to FBI case agents.

This discovery of a vehicle containing three terrorism suspects under investigation by three separate FBI field offices provided invaluable intelligence information to the federal authorities. This is thanks to a police officer who was doing his job and using all the tools afforded to him. This is just one of the thousands of real-life examples of how the stronger partnerships among the local-state-federal law enforcement communities have made immeasurable improvements to homeland and community security.

Although 10 states lead the country in the times an officer encounters a known or suspected terrorist (see figure 2), encounters have occurred in every state

Figure 2: Top 10 States for Terrorist Encounters



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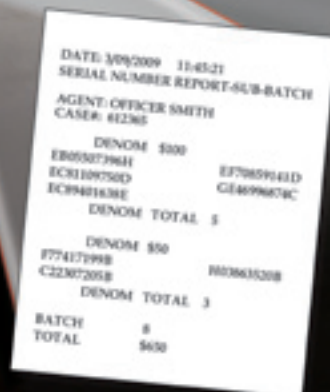
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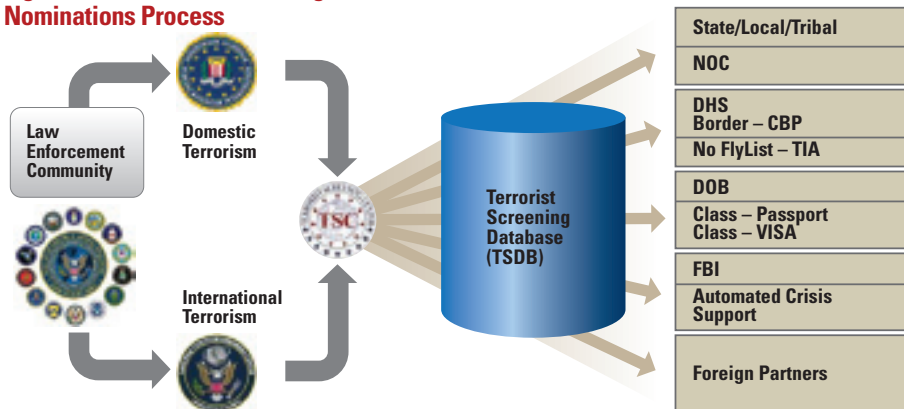
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in the nation. This is why it is critical for officers everywhere to contact the TSC when an NCIC check indicates a potential hit. Some states like Virginia aim for a rate of 100 percent for officers contacting the TSC for a possible match. Other states and localities have improved their rates, but, in some areas of the country, the contact rates are still below where they should be.

While there are competing demands on state and local law enforcement, working with the TSC not only improves officer safety and community protection, but actually increases operational efficiency. The TSC

Figure 3: U.S. Government Integrated Terrorist Nominations Process



and the fusion centers are force multipliers, so strong partnerships help all do more with limited resources.

The TSC and the Terrorist Watch List

Before 9/11, various government agencies maintained nearly one dozen separate watch lists, including

- The U.S. Department of State Consular Lookout and Support System (CLASS);
- The DHS Customs and Border Protection Traveler Enforcement Compliance System (TECS; formerly Interagency Border Inspection System (IBIS));
- The Transportation Security Administration No-Fly List and Selectee List;
- The National Automated Immigration Lookout (NAILS) (no longer exists);
- The Automated Biometric (fingerprint) Identification System (ABIS);
- The U.S. Marshals Service Warrant Information;
- The FBI National Crime Information Center / Violent Gang & Terrorist Organization File (NCIC / VGTOF);
- The FBI Integrated Automated Fingerprint Identification System (IAFIS);
- The U.S. National Central Bureau for Interpol;
- The U.S. Department of State Terrorism Watch List (TIPOFF); and
- The U.S. Department of Defense Watch Lists (for example, the Air Force Office of Special Investigations' Top Ten Fugitive List).

While some lists were shared, there was little integration and cooperation among agencies, and there was no central clearinghouse where all law enforcement and government screeners could access the best information about a potential person of interest.

The TSC began operations on December 1, 2003, and is the U.S. government's consolidation point for known and suspected terrorist watch list information, both foreign and domestic. The terrorist watch list, also known as the Terrorist Screening Database (TSDB), contains thousands of records that are updated

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daily and shared with federal, state, local, territorial, and tribal law enforcement and intelligence community members, as well as international partners, to ensure that individuals with links to terrorism are appropriately screened.

The process by which an individual is placed on the terrorist watch list is fairly straightforward. Intelligence is gathered, biographical data are secured, and a person of interest is nominated for inclusion. The National Counterterrorism Center collects international terrorist information and sends identifying data to the TSC for review, while the FBI is responsible for purely domestic terrorist identity information and nominations (see figure 3).

The TSC accepts nominations when they satisfy two requirements. First, the biographic information associated with a nomination must contain sufficient identifying data so that a person being screened can be matched to or disassociated from a watch-listed terrorist. Second, the facts and circumstances pertaining to the nomination must meet the reasonable suspicion standard of review established by terrorist screening presidential directives. Due weight must be given to the reasonable inferences that a person can draw from the available facts. Mere guesses or inarticulate hunches are not enough to constitute reasonable suspicion to watch-list an individual.

While there have been occasional news reports on some individuals being misidentified while traveling, the actual number is a mere fraction of the overall list.

"We take great care in the watch-listing process because we don't gain anything by inconveniencing the general public," said the TSC's Timothy Healy. "And the number of individuals who thought they were inappropriately listed and actually had any connection to the watch list is less than one percent. The fact is, we have limited resources, so we have to keep our focus on those who we believe want to do us harm. Last point, there are no children on the No-Fly List."⁹

Building and keeping the watch list accurate, current, and thorough is only half of the TSC's strategic mission in homeland security and counterterrorism efforts. The other half is implementation, information sharing, and pushing the list to the people who need it.

Without the participation of the entire law enforcement, homeland security, and counterterrorism communities, the watch list is just a hollow bunch of names. A core part of the TSC's mission is to push this information out to law enforcement so all law enforcement knows where to find help and also understands the local beat officer's critical role in the effort to keep

up with today's modern terrorist threat.

To schedule a TSC training session for your department, contact the TSC at 703-418-99586 or e-mail terence.wyllie@tsc.gov. ❖

Notes:

¹Anahad O'Connor and Eric Schmitt, "Terror Attempt Seen as Man Tries to Ignite Device on Jet," *The New York Times*, December 25, 2009, <http://www.nytimes.com/2009/12/26/us/26plane.html> (accessed October 5, 2010).

²Al Baker and William K. Rashbaum, "Police Find Car Bomb in Times Square," *The New York Times*, March 1, 2010, <http://www.nytimes.com/2010/05/02/nyregion/02timesquare.html> (accessed October 5, 2010).

³Charisse Jones, "Terror Warning Puts U.S. Travelers Overseas on Alert," *USA Today*, October 5, 2010, http://www.usatoday.com/money/industries/travel/2010-10-05-travelwarnings05_ST_N.htm (accessed October 5, 2010).

⁴Lenmuel S. Terry, face-to-face interview, April 27, 2010.

⁵Ibid.

⁶Ronald Ruecker, telephone interview, June 17, 2010.

⁷Ibid.

⁸Privileged information provided by the TSC.

⁹Timothy J. Healy, a series of face-to-face interviews, June 2010.



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By Samuel L. Feemster, Supervisory Special Agent, Instructor, FBI Academy, Quantico, Virginia; and Joseph V. Collins, Chief of Police, Two Rivers Police Department, Two Rivers, Wisconsin

Beyond Survival toward Officer Wellness (BeSTOW): Targeting Law Enforcement Training

Police chiefs have a constitutional and moral duty to protect and serve their personnel and communities. Busy police chiefs want the very best expertise in training in order to accomplish this mission. Proper training boosts officer performance, reduces agency liability for poor performance, and mitigates community aversion to the presence of law enforcement. Proper training at multiple levels is the latest signature of effective law enforcement leadership, and it involves the spirits, minds, emotions, and bodies of law enforcement officers, whatever their jurisdictions. Innovative leadership training actualized for the benefit of others embraces and unleashes the spirit of the law. The spirit of the law encompasses the total package of intentional training and mentoring that helps officers derive meaning and purpose from their vocational choice. Such perceptive training is more demanding because it is an internalized weapon not required by the letter of the law. Its genius is the intangible, spiritual dimension of humanity that motivates and sustains the intrinsic rewards of public service. Contextually, spirituality in law enforcement refers to disciplines undertaken in the care and furtherance of the positive development of the human spirit. Religion may be a conduit of spirituality for many, but spirituality in law enforcement does not depend on any dogmatic religious constraints or conformity. Spirituality nurtures the internal cosmos of an officer's life and work.

The aim of this article is to describe new innovations in police training. First, the authors will discuss the strengths and weaknesses of traditional police training. Second, they will propose multidimensional training as a possible remedy for addressing maladaptive behaviors normalized by police culture and for addressing the weaknesses and gaps of traditional police training. Third, they will probe a major problem fac-

ing police organizations worldwide: suicide. Leadership in the twenty-first century will require police chiefs to embrace new innovations in training. Current law enforcement training curricula must be modified and expanded to include disciplines that empower officers to cultivate a critical spirituality. Likewise, law enforcement agencies must develop and implement policies that sustain a spiritual workplace. Meanwhile, communities served by these agencies must create and maintain—through positive contacts and celebrations—reciprocal support for police personnel.

Traditional Training: Strengths and Weaknesses

Without a doubt, comprehensive and effective training is the bedrock of officer safety. For example, in addition to the tactical proficiency and required knowledge of civil and criminal protocols, executing a search warrant or a criminal warrant involves, at its most basic level, one human

being (or a team of humans) acting upon another human being with intended outcomes of varying degrees, up to and including the use of deadly force. An informed police chief knows that no amount of tactical preparation can fully eliminate the stressors that come with the uncertain realities of people policing people. More importantly, an informed chief accepts the responsibility of proactively addressing the certainties that accompany toxic vocational exposures, as well as the impact of these exposures on the physical, mental, emotional, and spiritual dimensions of police personnel. Innovative chiefs must simultaneously distinguish between officer safety and officer wellness and embrace the undeniable nexus between the two. They must understand that officers who seem physically unscathed after a series of toxic exposures may have interior wounds in need of healing.

The training requisites for officer vitality and officer safety are not one and the same. Figure 1 is based on a survey of seasoned

Figure 1

Developing human and intelligence dimensions to address the gap between requisites for vitality and academy training

Requisites for Vitality

- Practicing tolerance
- Inner peace
- Honor
- Pride
- Belief in a higher power
- Empathy
- Desire to serve
- Work/home life balance
- Integrity
- Communication
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officers participating in discussions on officer wellness at the Federal Bureau of Investigation National Academy (FBI-NA) over the past five years.

Figure 1 demonstrates that seasoned officers place importance on requisites for vocational vitality that are omitted under current curricula focused on officer safety and functional proficiency. It should be noted that the identified requisites for officer vitality have a direct impact on an officer's spiritual well-being and are, by their very nature, subject to ongoing attack over their vocational life. Unfortunately, none of the academy training courses listed makes officers immune to the effects of toxic exposures such as horrific crime scenes or traffic accidents. Such chronic exposures take a tremendous toll on a person's emotional and spiritual well-being. In fact, based upon research developed over the course of a decade of FBI-NA instruction directly focused on topics related to officer wellness, few officers have responded enthusiastically to inquiries regarding having received training to prepare them for the exposures of the law enforcement vocation. In other words, while other disciplines have established without doubt that humans are multidimensional, law enforcement training has not yet evolved to the point of addressing the urgent need to prepare officers spiritually.

Across the past decade, many crucial discussions about the strengths and weaknesses of twenty-first century police cadet training have been held at the FBI-NA. Law enforcement executives from around the world concur that there is currently a wide training gap with respect to the requisites for vocational vitality and the skill sets officers are trained in at the academy level. A review of the Commission on Accreditation for Law Enforcement Agencies (CALEA)-approved training curricula in police academies reveals that the primary foci of police cadet training are physical fitness, defensive tactics, firearms, defensive driving, departmental and patrol procedures, constitutional law, court testimony, and report writing. Whether or not the training is basic, intermediate, or

advanced depends routinely on the length of the training program, among other factors. Longer training programs typically include instruction on topics such as homeland security, major crimes, crisis intervention, ethics, and death notification.¹ Exceptional training that holistically addresses salient aspects of practice, performance, vitality, and longevity in law enforcement is noticeably lacking from the CALEA-approved training requirements for police academies across the nation.

More and more, the most innovative leaders in law enforcement are coming to the realization that this gap in training, though unintended, can no longer be ignored. It reflects a failure of law enforcement to train the whole person in a comprehensive and effective manner. Furthermore, this gap in training contributes disproportionately to the inability of officers to cope with the multitude of external and internal toxins to which they are exposed by not equipping them with the necessary tools to properly cope.

It is no longer acceptable to ignore the current practice of benign neglect: using maladaptive behaviors to fill the void created by the underdevelopment of the spiritual dimension of humanity. To save lives and vocations, this gap in training must be addressed. Throughout the twenty-first century, it will be the role and responsibility of innovative chiefs to ensure that officers receive appropriate training to cultivate the whole person.

Beyond Survival toward Officer Wellness (BeSTOW)

Traditionally, law enforcement training has been one-dimensional. The profession's best training practices have focused on tactical and mental development while omitting the cultivation of emotional and spiritual intelligences. An innovative chief embraces curricula that intentionally cultivate the whole person: physical, mental, emotional, and spiritual dimensions. Without developing the complete person, all officers are, at some time in their vocational life, likely to be dysfunctional in one dimension or another. Thus, it is probable that officers who are overcome by unpreparedness at the societal as well as the agency level will attempt suicide. Addressing these issues proactively and in a holistic manner is the manifestation of spirituality in law enforcement.

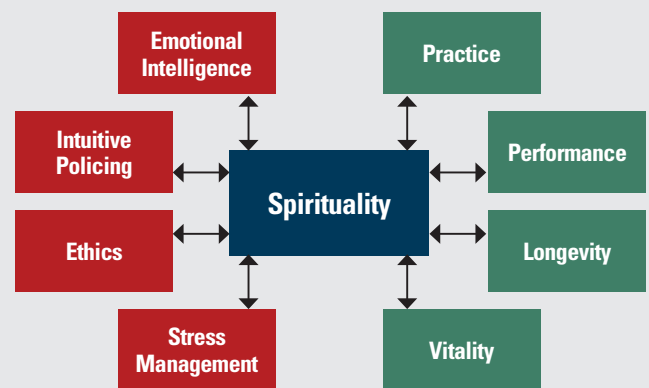
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Figure 2: Spirituality in Law Enforcement Model



Source: Samuel L. Feenster, "Spirituality: An Invisible Weapon for Wounded Warriors," FBI Law Enforcement Bulletin (January 2009): 1-12.

Figure 2 demonstrates that spirituality is the source of effectiveness for stress management, ethics, intuitive policing, and emotional intelligence. Spirituality amplifies the effectiveness of these disciplines, and they in turn feed back into the spirituality of a healthy officer. At the same time, spirituality affects the vitality, longevity, performance, and practice of law enforcement by enabling officers to recharge themselves in the

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Figure 3

Timeline of BeSTOW

- 2001–FBI Satellite Broadcast – Communities Answering the Call (Part I): invited communities to address the needs of first responders.
- 2002–FBI Spirit of the Law Working Group: explored curriculum development to address gaps in training.
- 2003–FBI Spirit of Law Conference: sponsored collaboration between the police, clergy, community representatives, and academicians in order to distinguish the spirit of the law from the letter of the law.
- 2004–FBI Satellite Broadcast – Communities Answering the Call (Part II): invited multidisciplinary leaders to address the needs of first responders.
- 2005–2006–FBI National Academy Survey of four (National Academy) NA sessions, involving 747 responses to document the toxicity of evil exposures in routine law enforcement performance and the urgent need for spirituality in police training.
- 2007–FBI published survey results and developed a conceptual model about spirituality in policing in a series of articles within the *FBI Law Enforcement Bulletin*.
- 2008–FBI sponsored first symposium on officer wellness. “Beyond Survival: Wellness Practices for Wounded Warriors,” to review exploratory data, amplify experiential findings, and propose a curriculum for the new NA class discussing training the whole person.
- 2009–FBI inaugurated NA course titled Spirituality, Wellness, and Vitality Issues in Law Enforcement Practices.
- 2009–FBI sponsored second symposium on officer wellness. “Beyond Survival: Wellness Practices for Wounded Warriors,” where participants were invited to critique the new NA course and develop preliminary ideas for national research studies.
- 2010–FBI sponsored third symposium reorganized under the rubric “Beyond Survival Toward Officer Wellness – Project BeSTOW” (with an international focus and assessment of a tangible research proposal).

spirit of the law throughout their periods of vocational duty. Spirituality enhances practice and performance—the why and the how officers fulfill their sworn

responsibilities. Practice is the essential building block of effective, efficient, ethical, and equitable law enforcement. Performance is what we do and how we

do it. Given the nexus between practice and performance, spirituality accelerates performance. When dispatched to resolve disputes, investigate fatalities, or secure horrendous crime scenes, officers must rely on fully developed resources across all human dimensions to ensure a competent, sensitive, and professional performance.

Although recent trends show some agencies have introduced curricula addressing the need to cultivate emotional intelligence in some police training, most executive officers enrolled in a new course at the FBI-NA titled Spirituality, Wellness, and Vitality Issues in Law Enforcement Practices said that they never received training regarding the positive impact of a developed spirituality as an antidote for the unavoidable toxicity to which police persons are routinely exposed.² This gap has been the impetus for new innovations in training.

For the past decade, Supervisory Special Agent Samuel L. Feemster has been exploring possible responses to this unaddressed gap in police training. Based upon discussions with law enforcement executives enrolled at the FBI-NA, the chronology of events in figure 3 has taken place.

From these events, law enforcement executives have made recommendations to improve training and performance in police agencies through the development and implementation of enhanced standard operating procedures (SOPs) and training curricula that cultivate spirituality in policing. The following robust themes under development present innovative chiefs with ample opportunities to practice spiri-

Table 1: SOP Themes under Development

Themes	Curriculum Implications and Practices for Law Enforcement	Curriculum Implications and Practices for Local Clergy	Curriculum Implications and Practices for Communities
Spirituality-Optimized Practices	Develop enabling mission and vision statements that promote best practices	Develop worship, teaching, and ministries targeting officers as spiritual civil authorities	Develop and invest in community security through a citizens’ police academy
Standard Operating Procedures	Embody the transformative spirit of the law through tangible action steps	Create, establish, and maintain places of refuge for officers through inclusive community embrace	Transform negative community perceptions through practical positive engagement
Souls on Patrol	Equip officers with invisible weapons to combat toxic exposure to evil	Discuss “calling” in connection with spirituality and public service	Cultivate positive contacts and celebrations to reduce fear
Save Our Police	Address and reduce maladaptive behaviors with community collaboration	Establish nontraditional, law enforcement friendly networks for empowerment	Advocate mutual trust and synergy through reciprocal support
Serving Our People	Nurture vitality through positive networks	Reduce and help manage the impact of toxic exposures on the human spirit	Advocate mutual trust and synergy through reciprocal support
Spiritually Oriented Policing	Practice Robert Peel’s principles with critical spirituality	Address chronic exposure to toxicity through connectivity	Enhance community security through meeting officer needs

Sources: *Beyond Survival: Wellness Practices for Wounded Warriors* (conference, Lansdowne, VA, June 15-20, 2008), and *Spirituality, Wellness, and Vitality Issues in Law Enforcement Practices* (CJ 3660), FBI National Academy Session 236, Samuel L. Feemster, Facilitator. The creative development and implementation of SOPs is the desired end of *Spirituality Adapted for Law Enforcement Training (SALT)*, a forthcoming component of CJ 3660.

tuality in law enforcement. These themes have far-reaching implications for fostering mutually beneficial relationships among law enforcement, local clergy, and the communities they serve.

The development and implementation of the SOPs require the creation of a critical partnership among law enforcement agencies, the clergy community, and the communities at large that the officers serve. This cannot be regarded as a perfunctory task. The well-being of officers can no longer be regarded as the responsibility of the individual officer or his/her department alone. Nor may the clergy community neglect to cultivate within its parishioners a sense of reciprocal duty to minister to police officers. Similarly, the communities that benefit directly from the services of law enforcement personnel must be allowed to further the well-being of the officers they employ. In view of these realities, law enforcement agencies must reflect in their policies, procedures, and trainings the appreciation that an underdeveloped officer is incapable of maximizing opportunities for service. The clergy community must embrace the law enforcement officer as a co-laborer who is trained, unlike most clergy, to meet the needs of both the ecclesial and secular communities. Most clergy persons are trained to meet the needs of their parishioners only. For this reason, innovative chiefs must bridge the gap between the mission of law enforcement, the chaplaincy, and the local clergy. Communities that depend upon sworn personnel to serve and protect residents must provide sufficient resources to sustain training. They must embrace both the preventive and the maintenance responsibilities regarding the holistic well-being of officers. The implications of being proactive on behalf of communities are innumerable. One of the most obvious benefits, however, is that communities will have access to multiple venues to assist officers with the impacts of their chronic and acute exposures.

Innovative chiefs who actively develop the SOP themes identified in table 1 will thereby ensure the multidimensional training of their officers. Such training should result in an officer being physically, mentally, emotionally, and spiritually fit for duty. Holistic fitness occurs when the spiritual dimension of humanity encapsulates the emotional, mental, and physical dimensions. Anything less, and law enforcement is effectively missing the target. The transformative activity of the spirit will enable officers to address the lack of integrity between practice and the reality of their exposures.

Innovative chiefs appreciate the need to incorporate the fundamentals of other disciplines to enable unexposed officers to apprehend the reality of their spiritual dimension. This can be easily done through classroom instruction, including scenario-based training.

Figure 4



ing. Training designed to enable officers to cultivate a critical spirituality should not be dismissed offhand as being inappropriate or unaffordable. Any scenario-based training currently used or currently part of a training curriculum can be modified to include a spirituality component. For example, training designed to teach report writing can require an officer to answer questions beyond the simple rules and mechanics involved in report writing. At the end of an exam, ask officers to answer the following questions: What dimensions of humanity are employed in report writing? Is it just the physical dimension or are there others? How are the mental and emotional dimensions involved? What about the spiritual (see figure 4)?

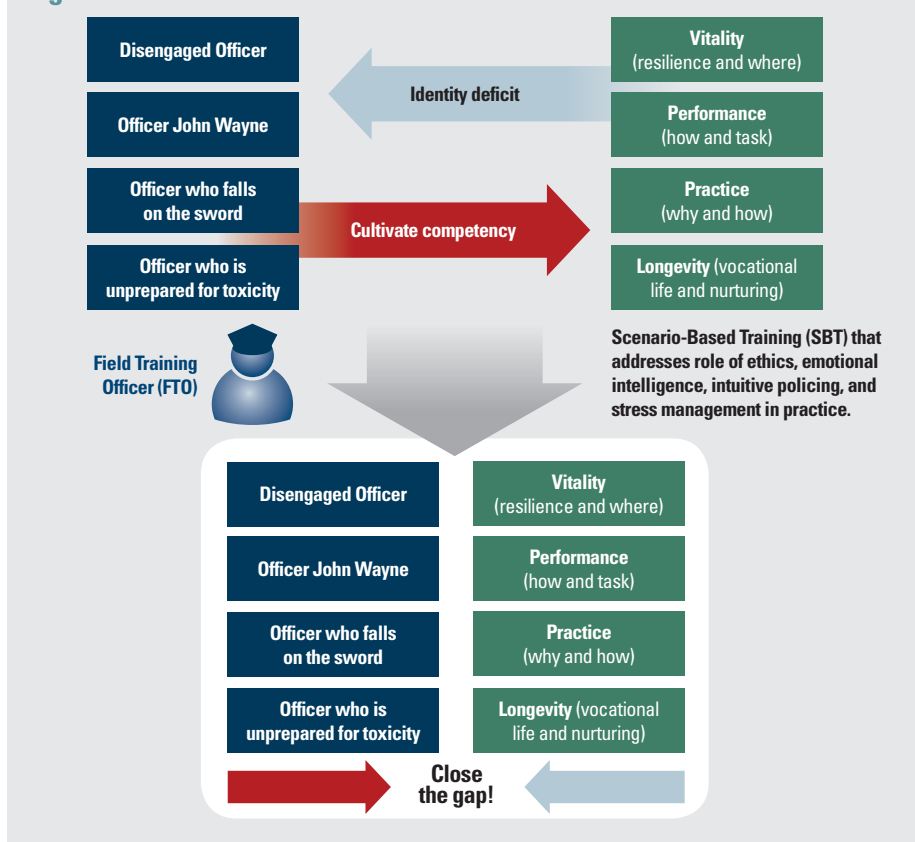
Multidimensional training, centered in spirituality, connects vitality, longevity, practice, and performance to the role of the Field

Training Officer (FTO) and scenario-based training. FTOs are essential to unfolding the careers of the next generation of law enforcement officers. Along with first-line supervisors, they shape the attitude, aptitude, and ultimately the altitude of new recruits under their supervision. Consciously and subconsciously, FTOs mentor and imprint subsequent generations of officers.

When properly executed, scenario-based training is designed to test principles taught in other settings. Incorporating the new innovations in training will provide opportunities for the trainees to cultivate all human dimensions throughout their course of training. FTOs must be selected based upon their understanding that on-the-job training is an extension of scenario-based training. They must be prepared to closely observe the personality characteristics of those they are assigned to lead, identify their deficiencies, and cultivate competencies in their understanding of practice, performance, longevity, and vitality in law enforcement.³ The model in figure 5 illustrates this connection and the FTOs' role in remedying the gaps of traditional law enforcement training so as to proactively address already existing maladaptive coping behaviors and effectively inoculate against the development of future ones.

On the left side of figure 5 are four personality types commonly found in law enforcement: the disengaged officer; the officer John Wayne; the officer who falls on the sword; the officer who is unprepared for toxicity.

Figure 5



tinely sacrifices for the good of the whole; and the officer who, despite training, is simply unprepared to deal with the realities of vocational exposures in law enforcement. The authors hypothesize that each of these personality types has the potential to be deficient in understanding a specific component of the spirituality model of policing. It is the role of the officer, the agency, and the FTO to identify the deficiency in understanding and to cultivate a competency through scenario-based training so as to effectively close the gap between the officer and any misunderstanding regarding the importance of practice, performance, vitality, and longevity in law enforcement.

Using the problem of suicide in law enforcement, the following section elaborates further on the mechanics of this proposed model of training.

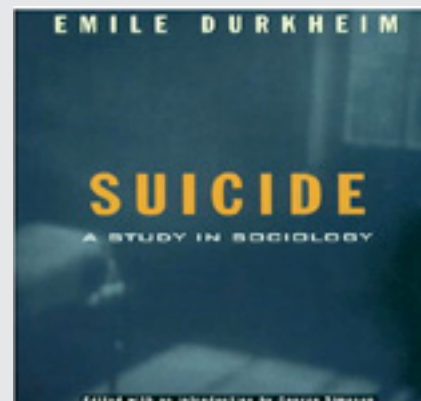
Rethinking Suicide in Law Enforcement

Suicide is a lethal threat to the integrity and credibility of the law enforcement community. Officers attending the FBI-NA commonly report that their agencies have no protocols regarding funeral or memorial services for officers who take their own lives while on active duty. In the aftermath of a departmental suicide, the impact on

the surviving officers and agencies is so profound that conversations about these events are informally censored. Some mitigate this omission by suggesting that the officers' families often do not want an official ceremony in cases of suicide. The absence of such ceremonies can add more guilt to the surviving officers and agencies already struggling with irrational "I didn't see it coming" thinking and the untimely loss.

Current discussions about the accuracy of reporting, reasons for reporting practices, and even discussions about last rites do not address how to prepare officers to move beyond the point of considering taking their own lives. One reason why the law enforcement community has difficulty arriving at a definitive consensus about the best practices for training, particularly with respect to the topic of police suicide, may be its reluctance to probe the multiple pathways that are preludes to suicide. The negativity associated with the act of suicide, compounded by the image of law enforcement invincibility, prevents law enforcement leaders from considering and therefore remediating the varying circumstances that may give rise to suicide in the first place.

Figure 6




Over the course of many FBI-NA classes facilitated by Supervisory Special Agent Feemster, the discussions of police suicide have disclosed that conversations about suicide are significantly underdeveloped within the law enforcement culture. Innovative chiefs and the communities they serve need to create environments in which intentional discussions of the risk factors for suicide and the complicated grief that follows can be developed and continued until a healthy balance is reached. Innovative police chiefs must understand that creating and maintaining an agency that acknowledges and advances holistic development may enable officers to cultivate appropriate coping strategies. Any remedy must stir officers to enjoy a successful career full of longevity and vitality.

In a classic study of suicide (see figure 6), sociologist Emile Durkheim found that at the root of all types of suicide is a varying degree of imbalance with respect to social integration and moral regulation.⁴ As a result researching the differing rates of suicide among Protestants and Catholics, Durkheim identified four types of suicide: egoistic, altruistic, anomic, and fatalistic. While much of Durkheim's study makes reference to the "social suicide rate" and how it can vary in terms of different social concomitants, this article aims to look at suicide, specifically within law enforcement and to give special consideration to the responsibilities and constraints afforded to individuals by the specialized training required of their respective disciplines, professions, or vocations. The law enforcement profession requires not only specialized tactical training, but also training in how to save lives. It is through this training that officers become proficient at responses to the human condition and natural catastrophes that are, arguably, abnormal. A poignant example of this is running toward the gunshot rather than away from it.


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Durkheim says that certain suicides, such as egoistic suicide, are characterized by excessive individuation, which is the result of a breakdown or a decrease of social integration, while in other suicides, such as the altruistic suicide, the level of integration is high and the lack of individuation low.⁵ More important than understanding the specifics of Durkheim's suicide typologies, however, is understanding the nature of the social causes that contribute to them. Neither of the social integration extremes that Durkheim delineates is good. Innovative police chiefs, along with their supervisory staff, need to be keenly aware of the personality characteristics of the officers they are assigned to lead and of the place that those officers occupy in the social fabric of the organization.⁶ Such awareness is indispensable in allowing chiefs and supervisory staff to proactively identify and address potential risks. With accurate foresight, police leaders should be able to find room and means for moderation and balance.

While proficiencies developed through traditional law enforcement training to support this learned behavior do provide officers with the tools to impact the lives of those they serve, these same proficiencies do not always provide the officer with the resources necessary to address the impact of these behaviors on themselves. Consequently, officers are oftentimes ill-prepared for the impact of these unavoidable toxic exposures that

come with serving the public, oftentimes in their darkest hours. While it is essential to note that the data regarding police officer suicide are, for a variety of reasons, not concrete, the authors argue that this training deficit clearly manifests itself in the alarmingly high rate of suicide among trained law enforcement personnel when compared to line of duty deaths.⁷ In fact, the law enforcement family loses an officer to suicide every 17 to 23 hours.⁸

The conditions for suicide among law enforcement are extraordinarily complex and are likely different depending on the personality type of the officer. Drawing on Durkheim's social theory on suicide and the authors' combined 53 years of law enforcement experience, the authors have identified four personality types in law enforcement (see table 2) that generally reflect a deficiency in the awareness and understanding of one or more of the following components of any officer's vocational life: practice (why and how); performance (how and task); vitality (resilience and where); and longevity (vocational life and nurturing).

While not every police officer that has one of these personality types will attempt suicide, innovative chiefs need to be aware of the behaviors associated with these personality types in order to proactively address the issue. Suicide in law enforcement occurs when officers are no longer able to process the realities of their toxic exposures, particularly in light of departmental policy that for whatever reason fails

to proactively address the vocational risks of law enforcement on officer wellness. Under these conditions, the irrational fear of failing the agency, the community, and the self overwhelms many officers and ultimately leads to self-inflicted death.

Given this reality, innovative police chiefs are presented with opportunities to develop and implement policies, procedures, and training to create and maintain a spiritual workplace that prioritizes officer wellness. Three proactive measures to accomplish this are to

1. design training that identifies and remedies internal and external conditions, practices, and performances that exacerbate an already present deficit between training and work exposures;
2. require the agency to collaborate with candidates to ensure that a personal wellness regimen is in place upon hire; and
3. ensure community participation in this innovative measure to remedy the impacts of this untrained toxicity.

In addition to exposing officers to the benefits of holistic wellness through classroom curricula, including scenario-based training, innovative chiefs must train their internal leadership to ask open-ended questions based on known information to elicit responses that lead to opportunities for intervention. For example, a chief might initiate the following types of inquiry: "Officer Smith, I know you've responded to four fatalities in the last two weeks. What wellness program do you follow? How is your

Table 2

Officer Personality Type	Misunderstood component of spirituality model to be addressed
Disengaged	Vitality (resilience and where): Disengaged officers may fail to understand the meaning and purpose of their vocational lives. They simply go through the motions. The disengagement is a negative coping mechanism that drains their vocational vitality and impacts their resilience. The result is that the "where" fails to matter. The officer fails to extract meaning and purpose from law enforcement anywhere and everywhere.
John Wayne	Performance (how and task): John Wayne officers tend to be obsessed with the performance of their duties to the point of operating as a posse of one. This disregard and failure to understand their place in the social fabric of a team when performing a task is dangerous and often leads to the violation protocol. This type of officer fails to understand the proper "how" of performing law enforcement.
Falls on the sword	Practice (why and how): These officers are altruistic people. They are always willing to sacrifice themselves for the benefit of others (the fraternity and organization). While fraternity is important, it is equally important for these officers to understand that, particularly in the case of suicide, an untimely departure will negatively impact not only their family but also their entire department. This type of officer fails to understand the proper "why" and "how" of vocational life.
Unprepared for toxicity	Longevity (vocational life and nurturing): In spite of academy training, these officers are unprepared to deal with the toxicity of vocational exposures. They may have met the requisites for academy training, but they have not obtained the requisites for vocational vitality. The longevity of their vocational lives is at risk from the failure to nurture the human spirit. This type of officer is also at risk for developing negative coping mechanisms early on.

wellness program helping you cope? We are prepared to help you moderate your program if need be." The question about the wellness program is a key component to the intervention and prevention of suicide. Ideally, a wellness program should be identified at the point of hire, but if an applicant does not have one in place, it is the responsibility of innovative chiefs to develop and implement policy that assists prospective hires with the creation of a personal wellness program. An effective personal wellness program should enable officers to process the realities of their exposures so that they continue to derive purpose and meaning from their chosen vocation. It also should enable them to access resources for maintaining vitality over the course of their career exposures.

Effective leadership in the twenty-first century requires police chiefs to embrace new innovations in training. Effective leaders are perceptive, innovative, and creative; they think outside the box; and they are, most importantly, proactive. All of these traits reflect leadership as the activity of the spirit in law enforcement. In enforcing the letter of the law, chiefs must not negate its power by neglecting the spirit of the law. For many, it is this spirit of calling and commitment to serve others that drew them to the vocation in the first place.

Exemplary leadership dictates that chiefs intentionally enhance the welfare of all law enforcement personnel under their supervision. Police officers are being called upon to perform an ever-increasing range of activities while performing their jobs. Officers cannot choose whether or when they face evil; it chooses them. When called, officers must respond. It is the requirement of police chiefs, as leaders, to ensure that when their officers face these situations, they are equipped not only with the physical tools to handle the situation, but also the psychological tools to make the appropriate decisions during the call.

Given that the ultimate goal of law enforcement is to uphold the law and to serve others, it is important that training be designed to meet the total set of requisites for vocational vitality and to cultivate core dimensions that allow officers to preserve themselves while serving others. Police chiefs are obligated to have provided the necessary training for emotional survival prior to the call and after. Spirituality must also carry through to the lives of officers while off duty. Police chiefs must be able to send their officers home as whole persons and not something less than their families deserve at the end of the day and at the end of their careers. ❖

Notes:

¹The Commission on Accreditation for Law Enforcement Agencies Inc., <http://www.calea.org> (accessed August 27, 2010).

²Collective understanding provided by 160 executive officers enrolled in Spirituality, Wellness, and Vitality Issues in Law Enforcement Practices during the National Academy Sessions 236–242, in response to activities 1a, 1b, and 2a.

³Dell P. Hackett and John M. Violanti, *Police Suicide: Tactics for Prevention* (Springfield, Ill.: Charles C. Thomas Publisher Ltd., 2003).

⁴Emile Durkheim, *Suicide: A Study in Sociology* (New York: The Free Press, 1951).

⁵Ibid.

⁶Hackett and Violanti, *Police Suicide: Tactics for Prevention*.

⁷Gary Fields and Charisse Jones, "Code of Silence Doesn't Help," *USA Today*, June 1, 1999, 1A–2A.

⁸Robert E. Douglas, "Introduction to National Police Suicide Foundation 'Police Suicide Awareness Train-the-Trainer' Program" (lecture, MD Anderson Cancer Research Center, Houston, Texas, September 21–September 23, 2009; sponsored by the Houston Police Department in conjunction with the University of Texas).

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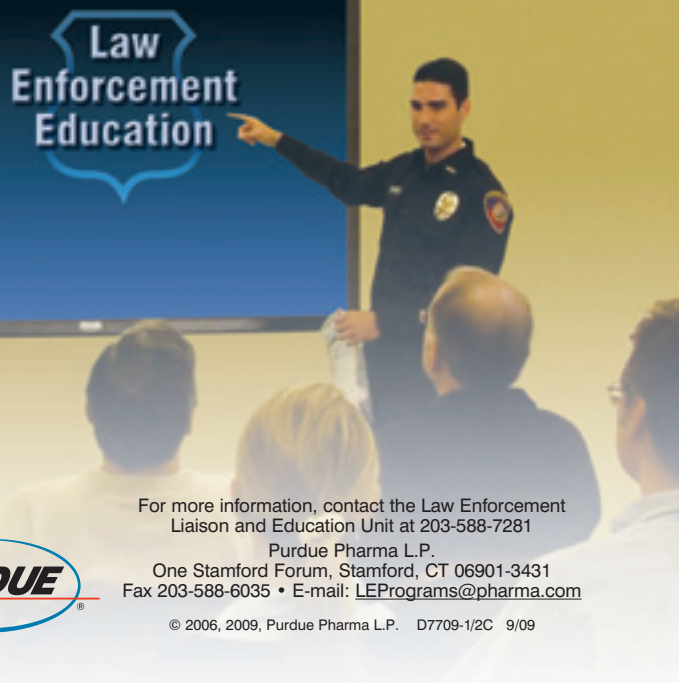
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ALBANIA

Tirana—Burgaj, Hysni, General Director, Albania State Police, Bul Bajram Curri, 355 422364953, Fax: 355 42255611, E-mail: burgajh@mrp.gov.al, Web: www.asp.gov.al

—Cuca, Ariola, Project Assistant Embassy Office, US Dept of Justice ICITAP, US Embassy, RR Elbasanit Ste 103, 355 682058044, E-mail: ariola.cuca@citapled.us

—Flora, Hamdi, Deputy General Director, Albania State Police, Bul Bajram Curri, 355 42363925, E-mail: fjorah@mrp.gov.al

—Nano, Andi, Corporate Affairs Manager, JTI Trading SA, Bul Bajram Curri, ETC K.12, 355 697059259, Fax: 355 42257352, E-mail: andi.nano@jti.com, Web: www.jti.com

—Zajmi, Iva, Deputy Minister of Interior, Ministry of Interior, Dëshmoret e Kombit, 355 697083331, Fax: 355 42233533, E-mail: at_nationalcoordinator@yahoo.com

AUSTRALIA

Canberra/ACT—Negus, Tony, Commissioner, Australian Federal Police, GPO Box 401, 2601, E-mail: tony.negus@afp.gov.au

—Zuccato, Kevin, National Manager Serious & Organised Crime, Australian Federal Police, GPO Box 401, 2601, 61 0261315680, E-mail: kevin.zuccato@afp.gov.au

CANADA

Manitoba

Winnipeg—Burchill, John, Sergeant-Legal Counsel Unit, Winnipeg Police Service, PO Box 1680, 4151 Princess St, R3C 2Z7, (204) 986-5093, Fax: (204) 986-6077, E-mail: jburchill@winnipeg.ca, Web: www.winnipeg.ca/police

Ontario

Ottawa—Armour, Timothy K, Superintendent Criminal Investigation Svcs, Ottawa Police Service, PO Box 9634 Station T, 474 Elgin St Ste 210, K1G 6H5, E-mail: armourt@ottawapolice.ca, Web: www.ottawapolice.ca

Toronto—Greenwood, Kimberley, Superintendent, Toronto Police Service, 70 Birmingham St, M8V 3W6, (416) 808-4814, Fax: (416) 808-4802, E-mail: kimberley.greenwood@torontopolice.on.ca

—Karp, Jeffrey, Psychologist, Acclaim Ability Management, 82 Peter St 4th Fl, M5V 2G5, (416) 486-9706, extension 249, Fax: (416) 486-9254, E-mail: jkarp@acclaimability.com

Quebec

Montreal—Gagnon, Jean-Guy, Deputy Director, Montreal Police Service, 1441 St-Urbain, H2X 2M6, E-mail: jean-guy.gagnon@sppm.qc.ca

CROATIA (HRVATSKA)

Zagreb—Grbic, Oliver, General Police Director, General Police Directorate, Ilica 335, 385 13788054, E-mail: ogrbic@mup.hr

EGYPT

Cairo—El-Salhaw, Mohamed, Chief of Sector, Ministry of Finance, Bldg No 3 Ramsis Extension, 20 223422018, E-mail: m.salhaw@yahoo.com

—Shabana, Hasanin M, Head of Central Dept, Ministry of Finance, Bldg 3, Ramsis Extension, 20 23422053, E-mail: h.shabana@hotmail.com

JAMAICA

Kingston—Ellington, Owen, Commissioner of Police, Jamaica Constabulary Force, 103 Old Hope Rd, 876 9274312, Fax: 876 9277516, E-mail: cpsecretariat@jcf.gov.jm

—Patterson, Angela M, Director Corporate & Special Svcs, Jamaica Constabulary Force, 2 Oxford Rd, 3rd Fl South Tower, 5, 876 9291338, Fax: 876 9082115, E-mail: angela.patterson@jcf.gov.jm

—Quallo, George F, Senior Superintendent of Police, Jamaica Constabulary Force, 105 Old Hope Rd, 876 9868135, Fax: 876 9209720, E-mail: gquallo@msn.com

KAZAKHSTAN

Astana—Tleubayev, Kairat, Colonel of Militia, Ministry of Internal Affairs, 4 Manasa St, 7 7011110077, E-mail: k.tleubay@gmail.com

LEBANON

Beirut—Abi Rached, Khalil, General, Lebanese Internal Security Forces, General Directorate of ISF/Achrafyeh, 961 71422125, Fax: 961 71612695, E-mail: kabirached@hotmail.com, Web: www.isf.gov.lb

—Babusos, Ibrahim, Director General Secretariat, Internal Security Forces, Habib Bacha El Saad St, 961 70242477, E-mail: mccbbeirut@isf.gov.lb

MALAYSIA

Ipoh/Perak—Yusof, Zakaria, Senior Assistant Commissioner, Royal Malaysian Police, Contingent Police HQS, Jln Sultan Iskander, 30000, 60 52451006, Fax: 60 52451056, E-mail: tkppkr@rmp.gov.my

Kelantan—Rahim, Hanafi, Senior Assistant Commissioner, Royal Malaysian Police, Contingent Police HQS, Jalan Bayam Kota Bharu, 15990, 60 192188999, Fax: 60 97455692, E-mail: cpo.kelantan@rmp.gov.my

MONGOLIA

Erdene—Amarsaikhan, Delegchoimol, Chief of Police, Orkhon Province Police Dept, Orkhon Province, 976 135222616, Fax: 976 135222616, E-mail: delegamar@yahoo.com

Ulaanbaatar—Bayaraa, Amgalanbaatar, Police Lieutenant Colonel, National Police Agency Mongolia, Sambuu St 18, Chingeltei District, 20000, 976 70112585, E-mail: b_amgaa2002@yahoo.com, Web: www.police.go.mn

—Damdinjav, Tsogtbavar, Police Colonel, State Investigation Dept, Sambuu St 18, Chingeltei District, 20000, 976 99116952, E-mail: dsogoo_umb@yahoo.com, Web: www.police.go.mn

—Davaanyam, Davaa-Ochir, Colonel/Deputy Head of the Agency, The General Executive Agency of Court Decision, Bagatoiruu 13-1 Chingeltei District, 15160, 976 51266280, E-mail: zorigt@court-decision.gov.mn

—Khaltar, Dorjsuren, Police Lieutenant Colonel, State Investigation Dept, Sambuu St 18, Chingeltei District, 20000, 976 93029899, Fax: 976 51261623, E-mail: dorj0070308@yahoo.com

—Otgon, Amarbat, Colonel/Head of the Division, The General Executive Agency of Court Decision, Bagatoiruu 13-1 Chingeltei District, 15160, 976 51266309, Fax: 976 11324933, E-mail: zorigt@court-decision.gov.mn

—Rentsendorj, Chingis, Chief of Division for Combating Economic Crime, Criminal Police Dept, Sambuu St 18, Chingeltei District, 20000, 976 264137, Fax: 976 323633, E-mail: rchingis@police.gov.mn

—Toijamts, Batbold, Colonel/Deputy Head of Agency, The General Executive Agency of Court Decision, Bagatoiruu 13-1 Chingeltei District, 15160, 976 51266309, Fax: 976 11329933, E-mail: zorigt@court-decision.gov.mn

NIGERIA

Abeokuta—Onwubuya, Emmanuel N, Superintendent of Police, Nigeria Police Force, State HQS, 234 8073443804, E-mail: emmanuelnsudan@yahoo.com

Abuja—Ihesiaba, Augustina, Deputy Commissioner of Police, Nigeria Police Force, Legal Section FCID, 234 8035073428, E-mail: tina4evermy@yahoo.com

—Okoli, Victor C, Assistant Superintendent of Police, Nigeria Police Force, Force HQS Annex, E-mail: okolivictor15@yahoo.com

—Oluwagbenga, Adebambo A, Police Community Relations Committee Member, Nigeria Police Force, Force HQS, E-mail: adebambo@yahoo.com

—Omarji, Johnson D, Assistant Superintendent of Police, Nigeria Police Force, Force HQS Annex, E-mail: makindecjacob@yahoo.com

—Sani, Magaji, Commissioner of Police, Nigeria Police Force, Force HQS, 234 58293035, E-mail: magajisani83@yahoo.com

—Wushishi, Rose A, Security Manager, ICPC, Plot 802 Constitution Ave, Central Area, E-mail: wushishirose@yahoo.com

Alakuko—Lateef, Adebisi B, Chief Superintendent of Police, Nigeria Police Force, Lagos State Police Command, Fajuyi Way, PO Box 277, E-mail: bintolaore07@yahoo.com

Anambra—Nwaizu, Oliver I, Assistant Superintendent of Police, Nigeria Police Force, Anambra State Police Command, E-mail: nwaizuoliver@yahoo.com

Awka—Edna, Ugbebur, Asst Commissioner of Police, Nigeria Police Force, State Police HQS, E-mail: ednaugbebur@yahoo.com

Awka—Leha, Philemon I, Commissioner of Police, Nigeria Police Force, Anambra State Police Command, 234 8037053447, E-mail: philemonleha@yahoo.com

Ibadan—Bankole, Yusuf M, Security Consultant, Success Global Security, Plot 3 Rd C, Opposite Teachers House, Oluoyole Estate, 234 33355581, E-mail: bankyloo@yahoo.com

—Bello, Nurudeen O, Security Consultant, Success Global Integrated Ltd, Plot 3 Rd C, Opposite Teachers House, Oluoyole Estate, 234 34970789, E-mail: jyday4real@yahoo.com

—Kehinde, Olanrewaju M, Security Consultant, Success Global Security, Plot 3 Rd C, Opposite Teachers House, Oluoyole Estate, E-mail: emilolorun@yahoo.com

—Oluko, Omatoyi M, Security Consultant, Success Global Integrated Services Ltd, Plot 3 Rd C, Opposite Teachers House, Oluoyole Estate, 234 35976589, E-mail: murrie17@gmail.com

—Olorunsola, Rebbecca I, Deputy Superintendent of Police, Nigeria Police Force, Ido Gate Police Station, Dugbe, 234 34227005, E-mail: ife2lord@yahoo.com

—Omonusi, Oluwatosin O, Security Consultant, Success Global Security, Plot 3 Rd C, Opposite Teachers House, Oluoyole Estate, 234 76915205, E-mail: olutosin.omonusi@yahoo.com

Ikeja—Ola, Omole, Superintendent of Police, Nigeria Police Force, Lagos State Police Command, Fajuyi Way, E-mail: tare692007@yahoo.com

Ikotun—Abiodun, Shoetan F, Superintendent of Police, Nigeria Police Force, PO Box 1087, 234 8075483507, E-mail: fataiabiodunakani@yahoo.com

Ikoyi—Akinroyeje, Atinuke T, Team Leader, Economic & Financial Crimes Commission, 15A Awolowo Rd, 234 8033141873, E-mail: akinroyejea@yahoo.com

—Umolola, Oyalowo A, Investigator, Economic & Financial Crimes Commission, 15A Awolowo Rd, 234 08036760602, E-mail: loyalowo@yahoo.com

—Oyeneyin, Ronke A, Team Leader, Economic & Financial Crimes Commission, AFF Section, 15A Awolowo Rd, 234 8033208871, E-mail: ronkeoyeneyin@gmail.com

—Sanni, Adenike L, Operative, Economic & Financial Crimes Commission, 15A Awolowo Rd, 234 7069167915, E-mail: nikesanni@yahoo.com

Jos Plateau—Eyoh, Anietie A, Superintendent of Police, Nigeria Police Force, Police Mobile Force, No 8 Squadron, 234 3899824, E-mail: easyame95@yahoo.com

Lagos—Abioro, Oriola K, Managing Director/CEO, Assn Investment Trust Co Ltd, 10 Apapa Rd Ebute Metta, PO Box 8116, 234 8058500030, E-mail: bdbym@gmail.com

—Adesoji, Adeniyi, Financial Control Analyst, First City Monument Bank PLC, No 17A Tinubu St, 234 8022904441, E-mail: dybim@yahoo.com

—Oduasanya, James K, Assistant Superintendent of Police, Nigeria Police Force, Force HQS Annex, E-mail: odusanya_kayode@yahoo.com

—Tajudeen, Abass A, Chief Superintendent of Police, Nigeria Police Force, Ports Authority Police Command, 234 8033277499, E-mail: waleabass64@yahoo.com

Ondo—Bosede, Titus V, Assistant Superintendent of Police, Nigeria Police Force, Ondo State Command, E-mail: titusveronica42@yahoo.com

Oworonshoki—Ibheh, Uche, Sergeant, Nigeria Police Force, Moloney St Obalende, 234 33480043, E-mail: uche2005@gmail.com
Saba Yaba—Chimaeze, Ugoh C, Deputy Superintendent of Police, Nigeria Police Force, Force HQS Annex, 234 8126377673, E-mail: christogonusu@yahoo.com

Victoria Island—Oluyemisi, Adesoji, Executive Officer, Lagos State Government, PO Box 70087, 234 8082000456, E-mail: bdybim@ymail.com

Yenagoa—Ikiyo, Orutugu L, Chief Superintendent of Police, Nigeria Police Force, 7 Joel Ave, PO Box 1104, 234 8034657332, E-mail: sporutuguc4@yahoo.com

NORTHERN IRELAND

Ballymena—Martindale, John D, Director Corporate Security, JTI, No 201 Galgorm Rd, Co Antrim, 44 7966764283, 44 2825665147, E-mail: derek.martindale@jti.com, Web: www.jti.com

SWEDEN

Malmö—Stahl, Patricia, Chief Superintendent, Swedish National Police, Polismyndigheten i Skane, 20590, 46 735122102, E-mail: patricia.stahl@live.se, Web: www.polisen.se

Stockholm—Clerton, Soren, Deputy Police Commissioner/Head of Div, Swedish National Criminal Police, PO Box 12256, SE-10226, 46 4013767, E-mail: soren.clerton@polisen.se

Uppsala—Lagerholm, Erik, Deputy Police Commissioner, Swedish Police Force, Box 3007, 75003, E-mail: erik.lagerholm@telia.com

Vaxjö—Gustafsson, Leif, Superintendent, Kronoberg Co Police, Sandgardsgatan 33, SE-35112, 46 3735179, E-mail: leif.gust@hotmail.com

SWITZERLAND

Geneva—De Moerloose, Severine, Corporate Security Manager, JTI, 1 Rue de la Gabelle, 1211 26, 41 227030471, E-mail: severine.demoerloose@jti.com, Web: www.jti.com

TANZANIA—UNITED REPUBLIC

Dar Es Salaam—Massare, Issa H, Security Manager, TCC Ltd, 20 Nyerere Rd, 255 2166217, Fax: 255 2166804, E-mail: issa.massare@jti.com, Web: www.jti.com

Mkikila, Emmanuel L, Assistant Superintendent of Police, Tanzania Police Force, PO Box 9141, 255 713236616, E-mail: shamkila575@hotmail.com, Web: www.policeforce.go.tz

Rwambow, Jamal M, Senior Asst Commissioner of Police, Tanzania Police Force, PO Box 9141, 255 713496770, E-mail: rwambowj@gmail.com, Web: www.policeforce.go.tz

Moshi—Mbusi, Matanga R, Assistant Commissioner of Police, Tanzania Police Force, PO Box 3024, 255 713520329, Fax: 255 272753747, E-mail: matangambushi@yahoo.com, Web: www.policeforce.go.tz

TURKEY

Kocaeli/Darica—Aksu, Mustafa, Police Director, National Police of Turkey, Kocaeli Darica Ilce, Emniyet Mudurlugu, 41700, 90 2627450077, Fax: 90 2627455620, E-mail: aksu113@hotmail.com
Manisa—Onar, Hasan, Deputy Chief of Police, Manisa Police Dept, Police HQS, 90 5055492272, E-mail: hasanonar@hotmail.com

UKRAINE

Kiev City—Koryak, Valeriy, Head of Economic Crime Dept, Ministry of Internal Affairs, 10 Bohomoltsa St, 01024, 380 442913333, Fax: 380 442911733, E-mail: yuriy.sakovsky@jti.com, Web: www.mvs.gov.us/mvs/control

UNITED STATES

Alabama

Columbiana—George, Christopher A, Lieutenant, Shelby Co Sheriff's Office, 380 McDow Rd, 35051, (205) 669-4181, Fax: (205) 670-0439, E-mail: cgeorge@shelbyso.com, Web: www.shelbyso.com

Florence—Bogran, Rolando E, Captain, Florence Police Dept, 702 S Seminary St, 35630, (256) 349-0705, Fax: (256) 760-6666, E-mail: rbogran@florenceal.org, Web: www.florenceal.org

Olive, Shannon, Captain, Florence Police Dept, 702 S Seminary St, 35630, (256) 760-6560, Fax: (256) 760-6666, E-mail: solve@florenceal.org, Web: www.florenceal.org

Montgomery—McCullum, Tim, Attorney, AL Dept of Public Safety, PO Box 1511, 36102, (334) 353-1151, Fax: (334) 242-0894, E-mail: tim.mccullum@dps.alabama.gov

<http://www.naylornetwork.com/iac-nxt>

Selma—Summers, Damon D, Captain, AL Dept of Public Safety, Bldg 349 Ave C, 36701, (334) 872-0435, Fax: (334) 874-6669, E-mail: damon.summers@dps.alabama.gov

Alaska

Anchorage—Arlow, Steven, Captain, AK State Troopers, 4500 W 50th Ave, 99502, (907) 248-1410, Fax: (907) 248-9834, E-mail: steven.arlow@alaska.gov

Greenstreet, Andrew, Lieutenant, AK State Troopers, 4500 W 50th Ave, 99502, (907) 248-1410, Fax: (907) 248-9834, E-mail: andrew.greenstreet@alaska.gov

Stanciliff, Susan M, Special Asst to the Commissioner, AK Dept of Public Safety, 5700 E Tudor Rd, 99507, E-mail: sue.stanciliff@alaska.gov

Cordova—Baty, Robert M, Chief of Police, Cordova Police Dept, PO Box 1210, 99574, (907) 424-6100, Fax: (907) 424-6120, E-mail: policechief@cityofcordova.net, Web: www.cityofcordova.net

Juneau—Cadiente, Cheri, Special Assistant to the Commissioner, AK Dept of Public Safety, PO Box 111200, 99811, (907) 465-5505, Fax: (907) 465-4362, E-mail: cheri.cadiente@alaska.gov

Arizona

Phoenix—Opferbeck, Douglas D, Sergeant, Phoenix Police Dept, 620 W Washington St, 85003, (602) 495-5858, Fax: (602) 495-5013, E-mail: douglas.opferbeck@phoenix.gov

Surprise—Bacon, John, Lieutenant, Surprise Police Dept, 14250 W Statler Plaza Ste 103, 85374-7481, (623) 222-4000, extension 4244, Fax: (623) 222-4000, E-mail: john.bacon@surpriseaz.gov

Rody, Randolph, Lieutenant, Surprise Police Dept, 14250 W Statler Plaza Ste 103, 85374-7481, (623) 222-4000, extension 4238, Fax: (623) 222-4008, E-mail: randy.rody@surpriseaz.gov

Arkansas

Fayetteville—Foster, Greg, Sergeant, Univ of AR Police, 155 S Razorback Rd, 72701, (479) 575-3204, Fax: (479) 575-7784, E-mail: gregf@uark.edu

Ingle, Bobby, Sergeant, Univ of AR Police, 155 S Razorback Rd, 72701, (479) 575-3204, Fax: (479) 575-7784, E-mail: ingle@uark.edu

Rice, Vance, Lieutenant, Univ of AR Police, 155 S Razorback Rd, 72701, (479) 575-3204, Fax: (479) 575-7784, E-mail: marvinr@uark.edu

Little Rock—Parlave, Valerie, Special Agent in Charge, FBI, 24 Shackelford W Blvd, 72223, (501) 228-8500, Fax: (501) 217-2763, E-mail: valerie.parlave@ic.fbi.gov

Armed Forces Americas

APO—Devnich, Ryan L, Special Agent, Naval Criminal Investigative Service, 429 E0S/Det 2/FOL, 34078, (520) 334-6032, E-mail: ryan.devnich@navy.mil

California

Aliso Viejo—Osborne, Robert, Chief of Police Svcs/Lieutenant, Aliso Viejo Police Service, 12 Journey, 92656, (949) 425-2561, Fax: (949) 425-3899, E-mail: rosborne@ocsd.org

Anaheim Hills—Owens, Timothy, Chief Business Development Officer, Impact Vision, 5701 E Santa Ana Canyon Rd, 92807, (800) 676-5150, extension 103, Fax: (800) 676-5150, E-mail: tim@impactvisiontraining.com, Web: www.impactvisiontraining.com

Beaumont—Thuilliez, Sean, Commander, Beaumont Police Dept, 550 E Sixth St, 92223, (951) 572-3907, Fax: (951) 769-8506, E-mail: sthuilliez@beaumontpd.org

Burbank—Dermerjian, Armen, Lieutenant, Burbank Police Dept, 200 N Third St, 91502, (818) 238-3217, E-mail: adermerjian@ci.burbank.ca.us

Dublin—Vind, Jeffery E, Asst Special Agent in Charge, ATF/Justice, 5601 Arnold Rd Ste 400, 94568, (925) 557-2803, Fax: (925) 557-2805, E-mail: jeffery.vind@atf.gov

Long Beach—Berry, Kathy, Executive Director, Long Beach Police Foundation, PO Box 15418, 90815, (562) 343-5111, E-mail: keberry@lbpolicyfoundation.org, Web: www.lbpolicyfoundation.org

Los Angeles—Murphy, William, Captain, Los Angeles Police Dept, 3353 San Fernando Rd, 90065, (213) 485-2549, Fax: (323) 254-2741, E-mail: 26152@apd.lacity.org

Williams, Wayne, Special Agent in Charge, US Secret Service, 725 S Figueroa St, Ste 1300, 90071, (213) 894-4830

Monterey—Chaffee, John M, Major/Deputy Chief of Police, Presidio of Monterey Police Dept, 4468 Gigling Rd, 93944-5001, (831) 242-7553, Fax: (831) 242-7042, E-mail: john.m.chaffee@us.army.mil, Web: www.monterey.army.mil

Krueger, Stephen P, Major/Chief of Operations, Presidio of Monterey Police Dept, 4468 Gigling Rd, 93944-5001, (831) 242-4461, Fax: (831) 242-7042, E-mail: stephen.krueger1@us.army.mil, Web: www.monterey.army.mil

Newport Beach—Johnson, Jay R, Chief of Police, Newport Beach Police Dept, 3300 Newport Blvd, PO Box 1768, 92658-8915, (949) 644-3701, Fax: (949) 718-1082, E-mail: jjohnson@nbpd.org, Web: www.nbpd.org

Orange Cove—Steenport, Frank L, Chief of Police, Orange Cove Police Dept, 550 Center St, 93646, (559) 626-5106, Fax: (559) 626-7565, E-mail: chief.steenport@oc-pd.com, Web: www.oc-pd.com

Pacific Palisades—Sweet, Gerald, Forensic & Police Psychologist, International Assessment Services, PO Box 1092, 90272, (310) 573-2161, E-mail: gsp@ic.aol.com

Pasadena—Perez, John E, Commander, Pasadena Police Dept, 207 N Garfield Ave, 91101, (626) 744-3910, Fax: (626) 744-3781, E-mail: jeperez@cityofpasadena.net

Riddle, Phlunte E, Lieutenant, Pasadena Police Dept, 207 N Garfield Ave, 91101, (626) 744-7875, E-mail: priddle@cityofpasadena.net

Sanchez, Phillip L, Chief of Police, Pasadena Police Dept, 207 N Garfield Ave, 91101, (626) 744-4545, Fax: (626) 744-3821, E-mail: psanchez@cityofpasadena.net

Sacramento—Robinson, Emily S, Coplink Coordinator, CA Emergency Management Agency, 1130 K St Ste 300, 95814, (916) 324-7206, E-mail: emily.robinson@calema.ca.gov

San Bernardino—Wellbrock, Kathleen D, Clinical Psychologist, The Counseling Team International, 1881 Business Center Dr, Ste 11, 92408, (800) 222-9691, Fax: (909) 596-6102, E-mail: kdwellbrock@aol.com

San Diego—Schroeder, Jennifer L, Project Manager, ARJIS, 401 B St Ste 800, 92101, (406) 493-0706, E-mail: jschroeder@arjis.org

San Francisco—Mahoney, Daniel J, Commander, San Francisco Police Dept, 850 Bryant St, Rm 525, 94103, (415) 553-1551, Fax: (415) 553-1554, E-mail: daniel.j.mahoney@sfgov.org

Santa Ana—Wilmot, Chuck, Bureau Commander-South Patrol, Orange Co Sheriff-Coroner Dept, 550 N Flower St, 92703, (949) 425-1819, Fax: (949) 425-1822, E-mail: cwilmot@ocsd.org, Web: www.ocsd.org

Santa Clara—Hogan, Matthew, Lieutenant, Santa Clara Police Dept, 601 El Camino Real, 95050, (408) 615-4890, Fax: (408) 261-9165, E-mail: mhogan@santacalaraca.gov

Tustin—Fuzzard, Paul, Lieutenant, Orange Co Sheriff's Dept, 15991 Armstrong, 92782, E-mail: pfuzzard@ocsd.org

Colorado

Denver—Snow, Scott, Director Victim Assistance Unit, Denver Police Dept, 1331 Cherokee St, Rm 107, 80204, (720) 913-6926, Fax: (720) 913-7502, E-mail: scott.snow@denvergov.org

Lakewood—Dewey, John W, Captain, National Park Service, 12795 W Alameda Pkwy, 80228, (303) 969-2642, Fax: (303) 969-2037, E-mail: john_dewey@nps.gov

Connecticut

Clinton—Lawrie, Todd J, Chief of Police, Clinton Police Dept, 170 E Main St, 06413, (860) 669-0451, extension 1100, Fax: (860) 664-4999, E-mail: tlawrie@clintonct.org

Stamford—Cronin, Francis, Assistant Chief of Police, Stamford Police Dept, 805 Bedford St, 06901, (203) 977-4060, E-mail: fcronin@ci.stamford.ct.us

Fontneau, Jonathan J, Assistant Chief of Police, Stamford Police Dept, 805 Bedford St, 06901-1103, (203) 977-4424, E-mail: jfontneau@ci.stamford.ct.us

Delaware

Dover—Baker, Belinda R, Deputy Chief of Police, DE State Univ Dept of Public Safety, 1200 N DuPont Hwy, 19901, (302) 857-7479, Fax: (302) 857-7916, E-mail: brbaker@desu.edu

District of Columbia

Washington—Donovan, Edwin, Special Agent in Charge, US Secret Service, Communications Center (GPA), 245 Murray Dr SW Bldg T-5, 20223, (202) 406-5708

Graham, Bernard, Chief Inspector, US Marshals Service, HQS CS-4 Ste 700, 20530-1000, (540) 760-8588, E-mail: bernard.graham@usdoj.gov

Gray, Keven L, Deputy Chief, Amtrak Police Dept, 50 Massachusetts Ave, 20002, (202) 906-3103, Fax: (202) 906-2122, E-mail: keven.gray@amtrak.com

Hughes, Steven, Special Agent in Charge, US Secret Service, Communications Center (DPD), 245 Murray Dr SW Bldg T-5, 20223, (202) 406-7600

Lemme, Clay, Special Agent in Charge, FBI, 601 Fourth St NW, 20535, (202) 278-3550, Fax: (202) 278-2519, E-mail: janice.smallwood@ic.fbi.gov

Routh, Edward, Deputy Program Manager, US Dept of Justice ICITAP, 1331 F St NW, 20004, 62 8121068472, E-mail: routhew@state.gov

—Scenna, Richard, Director-Training Directorate, Pentagon Force Protection Agency, 9000 Defense Pentagon, Rm 5B890, 20301-9000, (703) 692-1396, Fax: (703) 614-6612, E-mail: richard.scenna@pfpaa.mil, Web: www.pfp.mil

—Scott, James, Special Agent in Charge, US Secret Service, Communications Center (FSD), 245 Murray Dr SW Bldg T-5, 20223, (202) 406-5926

—Smith, Debra E, Special Agent in Charge, FBI, 601 Fourth St NW, 20535-0002, (202) 278-2000, extension 3402, Fax: (202) 278-2560, E-mail: debra.e.smith@ic.fbi.gov

—Tracy, Robert P, Principal Executive Asst Director, Naval Criminal Investigative Service, 716 Sicard St, Ste 2000, 20388, (202) 433-8825, Fax: (202) 433-9619, E-mail: robert.p.tracy@navy.mil

—Vann, Joseph W, Strategic Advisor, Naval Criminal Investigative Service, 716 Sicard St, Ste 2000, 20388, (202) 433-9085, E-mail: joseph.vann@navy.mil

Florida

Clearwater—Ortega, Hector, Resident Agent in Charge, Social Security Administration OIG, 380 Park Place Blvd, Ste 180, 33759, (727) 712-2866, Fax: (727) 712-2864, E-mail: hector.ortega@ssa.gov
Coral Springs—Mock, Brad, Captain, Coral Springs Police Dept, 2801 Coral Springs Dr, 33065, (954) 346-1761, Fax: (954) 346-1360, E-mail: pddbm@coralsprings.org

—Parry, Clyde H, Captain, Coral Springs Police Dept, 2801 Coral Springs Dr, 33065, (954) 346-1742, Fax: (954) 346-1798, E-mail: chp@coralsprings.org

Eustis—Robinson, Roderick, Deputy Chief of Police, Eustis Police Dept, 51 E Norton Ave, 32726, (352) 483-5400, Fax: (352) 483-5429, E-mail: robinsonr@ci.eustis.fl.us, Web: www.eustis.org/depts/police.htm

Green Cove Springs—Boykin, Paul, President, Cobalt Consulting LLC, 413 Walnut St, Ste 5327, 32043, E-mail: paul@cobaltconsultingllc.com

Homestead—Manheimer, Noel A, Director Marine Operations, Customs & Border Protection/DHS, PO Box 901349, 33090-1349, (954) 410-2600, Fax: (305) 257-3697, E-mail: noel.manheimer@dhs.gov
Jacksonville—Correal, Ricardo, Chief Inspector, US Marshals Service, 1 Independent Dr, Ste 3204, 32202, E-mail: ricardo.correal@usdoj.gov

—Holland, Jonathan, Police Constable Ret, Cheshire Constabulary, 6312 Courtney Crest Ln, 32258, E-mail: captainjonholland@gmail.com

Lehigh Acres—Droste, Arthur, Business Development Manager, RQAW Corp, 5615 Second St W, 33971, (239) 368-1928, Fax: (239) 368-5149, E-mail: ajones@rqaw.com

Marco Island—Baer, David, Captain, Marco Island Police Dept, 51 Bald Eagle, 34145, (239) 389-5050, Fax: (239) 394-6956, E-mail: dbaer@marcoislandpolice.us

Miami—Avila, Carlos, Executive Assistant, Miami Police Dept, 400 NW Second Ave, 33128, (305) 603-6130, E-mail: vivian.rodriguez@miami-police.org

—Bado, Ramon A, Assistant Director, US Dept of Homeland Security ICE, 1426 SW 154 Path, 33194, E-mail: ramon.bado@dhs.gov

—Vega, Alfredo, Executive Assistant to Chief of Police, Miami Police Dept, 400 NW Second Ave, 33128, (305) 603-6100, E-mail: alfredo.vega@miami-police.org

Miami Gardens—Hughes, James, Captain, Miami Gardens Police Dept, 1020 NW 163rd Dr, 33169, (305) 622-6456, Fax: (305) 474-1269, E-mail: james.hughes@mgpddfl.org

—Suarez, Rafael, Captain, Miami Gardens Police Dept, 1020 NW 163rd Dr, 33169, (305) 474-1430, Fax: (305) 474-1269, E-mail: rafael.suarez@mgpddfl.org

North Miami Beach—Sands, Arlington, Chief of Police Ret, Opa-Locka FL, 1124 NE 210 Terr, 33179, E-mail: arlingtonands@yahoo.com

North Venice—Kelly, Gerald L, Lt Col/Provost Marshal Ret, US Army Military Police Corps, 222 Montelluna Dr, 34275-6616, (941) 266-3511, Fax: (941) 412-0252, E-mail: gusanos@verizon.net

Oakland—Osselyn, Wesner, Lieutenant, Oakland Police Dept, PO Box 521, 540 E Oakland Ave, 34760, (407) 656-9797, FAX: (407) 656-9515, E-mail: wosselyn@oaklandpd.com

Plantation—D'Amato, David P, Special Agent in Charge, US Dept of Homeland Security ICE, Office of Professional Responsibility, 499 NW 70 Ave Ste 101, 33317, (954) 214-3468, Fax: (954) 327-6133, E-mail: david.damato@dhs.gov

Saint Petersburg—Osuna, Linda J, Special Agent In Charge, IRS Criminal Investigation, 9450 Koger Blvd, Ste 101, 33702, (727) 568-2552, Fax: (727) 568-2588, E-mail: linda.osuna@ci.irs.gov

Springfield—Thorne, J Philip, Chief of Police, Springfield Police Dept, 3529 E Third St, 32401, (850) 872-7545, Fax: (850) 872-7527, E-mail: pthorne@springfield.fl.gov

St. Cloud—Rinehart, Francis, Captain-Patrol, St Cloud Police Dept, 4700 Neptune Rd, 34769, E-mail: frinehart@stcloud.org, Web: www.stcloud.org

—Shepard, Vincent, Deputy Chief of Police, St Cloud Police Dept, 4700 Neptune Rd, 34769, (321) 624-2728, E-mail: vshpard@stcloud.org, Web: www.stcloud.org

Tallahassee—Taylor, Bud, Data Acquisition Representative, Carfax Inc, 3316 Rutland Loop, 32312, (850) 228-1810, Fax: (850) 228-1810, E-mail: budtaylor@carfax.com

Tampa—Alejandro, David, Field Intelligence Director, US Dept of Homeland Security ICE, 2203 N Lois Ave Ste 600, 33607, (813) 357-7062, Fax: (813) 348-1877, E-mail: david.alejandro@dhs.gov

Georgia

Atlanta—Dozier, John R, Deputy Sheriff, Fulton Co Sheriff's Office, 185 Central Ave, 9th Fl, 30303, (404) 612-5100, E-mail: joj1110@aol.com

—Moore, Reginald, Special Agent in Charge, US Secret Service, 401W Peachtree St NW, Rm 2900, 30308, (404) 331-6111

—O'Connor, Michael P, Lieutenant, Atlanta Police Dept, 226 Peachtree St, 30303, (404) 558-5947, E-mail: moconnor@atlantaga.gov

Brunswick—Graves, Alexander, Program Specialist, FLETC/DHS, 1131 Chapel Crossing Rd, 31524, (912) 267-3512, E-mail: alex.graves@dhs.gov

—Miller, Bruce, Program Specialist, FLETC/DHS, 1131 Chapel Crossing Rd, 31524, (912) 267-3347, E-mail: bruce.w.miller@dhs.gov

Conyers—Miller, Richard M, Director of Investigations, GA Dept of Driver Services, 2206 E View Pkwy, 30013, (678) 413-8766, Fax: (678) 413-8773, E-mail: rmiller@dds.ga.gov

—Waters, Michael, Captain, Conyers Police Dept, 1194 Scott St, 30012, (770) 785-6687, Fax: (770) 785-5041, E-mail: mike.waters@conyersga.gov, Web: www.conyerspolice.com

Dalton—Whitfield, Truman W, Assistant Chief of Police, Dalton Police Dept, 301 Jones St, 30720, (706) 278-9085, extension 111, Fax: (706) 272-7905, E-mail: twhitfield@cityofdalton-ga.gov, Web: www.dpdonline.org

Duluth—Weaver, Brian, Major, Johns Creek Police Dept, 11445 Johns Creek Pkwy, Ste 200, 30097, (678) 474-1576, E-mail: brian.weaver@johnscreekga.gov

East Point—Davis, Carolyn F, Captain—Support Services, East Point Police Dept, 2727 East Point St, 30344, (404) 559-6203, Fax: (404) 559-4424, E-mail: cdavis@eastpointcity.org

—Fletcher, Jackie, Major, East Point Police Dept, 2727 East Point St, 30344, (404) 559-6276, Fax: (404) 559-4424, E-mail: jfletcher@eastpointcity.org

Macon—Richardson, Willie L, US Marshal, US Marshals Service, Middle District of GA, PO Box 7, 31202, (478) 752-8280, extension 3414, E-mail: wlrch@bellsouth.net

Hawaii

Kailua—Shibley, Josiah, Provost Sergeant USMC, Military Police Dept MCB Hawaii, 1963 Lawrence Rd, 96734, (808) 257-6977, Fax: (808) 257-2238, E-mail: josiah.shibley@usmc.mil

Illinois

Aurora—Nelson, Paul B, Commander, Aurora Police Dept, 1200 E Indian Trail Rd, 60505, (630) 256-5510, Fax: (630) 256-5009, E-mail: nelsonp@apd.aurora.il.us, Web: www.aurora-il.org

Bloomington—Giammarese, Frank A, Chief of Police, Bloomington Dale Police Dept, 201 S Bloomington, 61008, (630) 529-9868, Fax: (630) 529-1836, E-mail: giamf@vil.bloomington.il.us

Chicago Ridge—Landry, Paul D, Deputy Chief of Police, Chicago Ridge Police Dept, 10425 S Ridgeland Ave, 60415, (708) 425-7831, Fax: (708) 857-4460, E-mail: plandry@chicagoridgepolice.org, Web: www.chicagoridge.org

—Pzynarski, Robert D, Chief of Police, Chicago Ridge Police Dept, 10425 S Ridgeland Ave, 60415, (708) 857-4450, Fax: (708) 425-6917, E-mail: rpyznarski@chicagoridgepolice.org, Web: www.chicagoridge.org

Poplar Grove—Ryman, Richard J, Acting Deputy Chief, Candlewick Lake Assn Public Safety, 13400 Hwy 76, 61065, (262) 470-7329, E-mail: richard.ryman@yahoo.com

Villa Park—Heidelmeier, John G, Chief of Police, Villa Park Police Dept, 40 S Ardmore, 60181, (630) 834-7447, Fax: (630) 941-5937, E-mail: jheidelmeier@vppd.org

Indiana

Indianapolis—Knecht, Chad, Commander, Indianapolis Metropolitan Police Dept, 3229 N Shadeland Ave, 46204, (317) 327-6200, E-mail: chad.knecht@indy.gov

—Mrak, Joseph, Senior Vice President, RQAW Corp, 10401 N Meridian St, Ste 401, 46290, (317) 815-7200, Fax: (317) 815-7201, E-mail: ajones@rqaw.com

—Roberts, Tim, COO, Champion Fleet Management, 4505 W 96th St, 46268, (317) 872-6200, extension 1015, Fax: (317) 874-1979, E-mail: championbids@championcjd.com, Web: www.championfleetmanagement.com

—Smith, Carolin R, Chief of Staff/Deputy Director, Indianapolis Dept of Public Safety, 200 E Washington St, Ste E220, 46204, (317) 327-5086, E-mail: carolin.requiz@indy.gov

West Lafayette—Sparger, Gary L, Lieutenant of Patrol, West Lafayette Police Dept, 711 W Navajo St, 47906, (765) 775-5213, Fax: (765) 775-5228, E-mail: glsparger@westlafayettepd.us

Iowa

Cedar Rapids—Cerruto, Joseph, Program Chair Criminal Justice, Kaplan Univ, 3165 Edgewood Pkwy SW, 52404, (319) 363-0481, extension 142, E-mail: jcerruto@kaplan.edu

Muscatine—Sargent, Phillip D, Assistant Chief of Police, Muscatine Police Dept, 312 E Fifth St, 52761, (563) 263-9922, extension 604, Fax: (563) 288-0964, E-mail: psargent@ci.muscatine.ia.us, Web: www.ci.muscatine.ia.us

Kansas

Ottawa—Curry, Jeffrey D, Sheriff, Franklin Co Sheriff's Office, 305 S Main St, 66607, (785) 229-1200, Fax: (785) 229-1210, E-mail: jcurry@franklincoks.org

Overland Park—Scutier, Paul, Regional General Manager, Black & Veatch, 10950 Grandview St Bldg 34, 66210, (518) 275-2882, Fax: (518) 306-6448, E-mail: scutieripa@bv.com, Web: www.bv.com

Louisiana

Covington—Cormack, Michael K, President, Watch Systems LLC, 516 E Rutland St, 70433, (985) 788-9991, Fax: (985) 871-8115, E-mail: mcormack@watchsystems.com, Web: www.watchsystems.com

Metairie—Kelly, Michael W, Sergeant, Causeway Police Dept, 3939 N Causeway Blvd, 70002, (504) 835-3116, Fax: (504) 831-8403, E-mail: mkelly@gnoec.org

Westwego—Duke, Douglas, Commander-Information & Technology, Westwego Police Dept, 401 Fourth St, 70094, (504) 341-5428, Fax: (504) 341-0301, E-mail: douglas_duke@westwegopolice.com

—Munch, Dwayne J, Chief of Police, Westwego Police Dept, 401 Fourth St, 70094, (504) 341-5428, Fax: (504) 341-0301, E-mail: chief@westwegopolice.com

—Orlando, Eric, Commander-Criminal Investigations, Westwego Police Dept, 401 Fourth St, 70094, (504) 341-5428, Fax: (504) 341-0301, E-mail: eric_orlando@westwegopolice.com

Maine

Gray—McDonough, Brian T, Lieutenant, ME State Police CID I, 1 Game Farm Rd, 04039, (207) 657-5714, Fax: (207) 657-5748, E-mail: brian.t.mcdonough@maine.gov

Maryland

Baltimore—Grimes, Mark H, Chief Legal Counsel, Baltimore Police Dept, 242 W 29th St, 21211, (410) 396-2496, Fax: (410) 539-0536, E-mail: mark.grimes@baltimorepolice.org, Web: www.baltimorepolice.org

—McVicker, Dorsey J, Lieutenant, Baltimore Police Dept, 242 W 29th St, 21211, E-mail: dorsey.mcvicker@baltimorepolice.org, Web: www.baltimorepolice.org

Columbia—Olson, Gregory, Director, AT&T Government Solutions, 7125 Columbia Gateway Dr, Ste 100, 21046, (410) 336-9136, E-mail: gregolson@att.com

Linthicum—Christy, James V, Director Futures Exploration, US Dept of Defense Cyber Crime Center, 911 Elkridge Landing Rd, Ste 150, 21090, (410) 981-6699, Fax: (410) 981-1072, E-mail: james.christy@dc3.mil, Web: www.dc3.mil

Stevensville—Martin, Brian, Lieutenant, MD Natural Resources Police, 306 Marine Academy Dr, 21666, (410) 463-2814, E-mail: bjmartin@dnr.state.md.us

Massachusetts

Framingham—Alben, Timothy P, Lieutenant Colonel, MA State Police, 470 Worcester Rd, 01702, E-mail: timothy.alben@pol.state.ma.us

Lowell—Brashears, Randy E, Chief of Police, Univ of MA-Lowell Police Dept, One University Ave, 01854, (434) 242-1195, Fax: (978) 934-3024, E-mail: randy_brashears@uml.edu, Web: www.uml.edu

Malden—Gennetti, Salvatore, Commissioner, Malden Police Dept, 292 Pearl St, 02148, (781) 389-2533, E-mail: tipolito@cityofmalden.org

Marblehead—Decker, Donald, Sergeant, Marblehead Police Dept, 11 Gerry St, 01945, (781) 631-1212, Fax: (781) 639-2211, E-mail: djdecker57@verizon.net

Methuen—Fallon, John T, Executive Director, New England HIDTA, 13 Branch St, Ste 9, 01844, (978) 691-2501, Fax: (978) 691-2510, E-mail: jfallon@nehidta.org

Randolph—Pace, William F, Chief of Police, Randolph Police Dept, 41 S Main St, 02368, (781) 963-1212, Fax: (781) 961-0971, E-mail: chief@randolphmapolice.com, Web: www.randolphmapolice.com
Shirley—Massak, Gregory J, Chief of Police, Shirley Police Dept, 11 Keady Way, 01464, (978) 425-2642, Fax: (978) 425-2646, E-mail: gmassak@shirley-mapd.org

Michigan

Lansing—Washington, Eddie L, Director, MI State Police, PO Box 30634, 333 S Grand Ave, 48909-0634, (517) 241-0401, Fax: (517) 241-0409, E-mail: washine@michigan.gov, Web: www.michigan.gov/msp
Plymouth—Cox, Allen L, Director of Public Safety, Plymouth Police Dept, 201 S Main, 48170, (734) 453-1234, extension 226, Fax: (734) 455-1664, E-mail: acox@ci.plymouth.mi.us, Web: www.ci.plymouth.mi.us
Southfield—Cuevas, Susan F, Director Dept of Human Services, City of Southfield, 26080 Berg Rd, 48033, (248) 796-4526, Fax: (248) 796-4545, E-mail: s.cuevas@cityofsouthfield.com, Web: www.cityofsouthfield.com

Missouri

Jefferson City—Smith, Gregory K, Captain, MO State Hwy Patrol, PO Box 568, 65102, (573) 526-6226, Fax: (573) 751-9419, E-mail: greg.k.smith@mshp.dps.mo.gov
Kansas City—Rose, Cheryl, Lt Col/Deputy Chief of Police, Kansas City Police Dept, 1125 Locust St, 64106, (816) 234-5021, Fax: (816) 234-5013, E-mail: cheryl.rose@kcpd.org, Web: www.kcpd.org
Raytown—Beitling, Paul, Lieutenant, Raytown Police Dept, 10000 E 59th St, 64133, (816) 737-6103, Fax: (816) 737-6107, E-mail: beitlingp@raytownpolice.org
St Louis—Adkins, Alfred, Lieutenant Colonel, St Louis Metropolitan Police Dept, 1200 Clark Ave, 63103, (314) 444-5832, Fax: (314) 444-5432, E-mail: aadkins@slmpd.org
St Louis—Gilmer, Mark, Manager State & Federal LE, Intoximeters Inc., 2081 Craig Rd, 63146, (314) 429-4000, Fax: (314) 429-4170, E-mail: mark@intox.com

Montana

Bozeman—Price, Ronald G, Chief of Police, Bozeman Police Dept, 615 S 16th Ave, 59715, (406) 582-2000, extension 2322, Fax: (406) 582-2002, E-mail: rprice@bozeman.net, Web: www.bozemanpolice.com

Nebraska

La Vista—Barcal, Dee J, Captain, La Vista Police Dept, 7701 S 96th St, 68128, (402) 331-1582, Fax: (402) 331-7210, E-mail: dbarcal@cityoflavista.org, Web: www.cityoflavista.org/police

Nevada

Las Vegas—Joseph, Marc, Deputy Chief of Police, Las Vegas Metropolitan Police Dept, 3141 E Sunrise, 89101, (702) 828-3234, E-mail: m3383@lvmpd.com
Reno—Matsumura, Jerry S, Deputy/Tactical Physician, Washoe Co Sheriff's Office, 18124 Wedge Pkwy Ste 232, 89511, (775) 742-1718, Fax: (775) 853-2728, E-mail: 1tacted@gmail.com

New Hampshire

Brentwood—Brackett, Albert, Captain/Operations Div Commander, Rockingham Co Sheriff's Office, 101 North Rd, 03833, (603) 679-9487, Fax: (603) 679-2241, E-mail: abrackett@rockso.org, Web: www.rockso.org
Rochester—Dumas, Scott A, Captain, Rochester Police Dept, 23 Wakefield St, 03867, (603) 330-7127, extension 7145, E-mail: scott.dumas@rochesternh.net

New Jersey

Edgewater—Klimaszewski, Joseph, Acting Chief of Police, Edgewater Police Dept, 916 River Rd, 07020, (201) 943-1700, extension 2115, Fax: (201) 941-3763, E-mail: klim@edgewaternj.org, Web: www.edgewaternj.org
Mays Landing—Tappeiner, Stacy, Chief of Police, Hamilton Twp Police Dept, 6101 13th St, 08330, (609) 625-2700, extension 528, Fax: (609) 625-1134, E-mail: stappeiner@townshipofhamilton.com, Web: www.townshipofhamilton.com
Newark—Rackley, Donald I, Chief Deputy US Marshal, US Marshals Service, 50 Walnut St, 07102, (973) 645-2148, Fax: (973) 693-4142, E-mail: drackley@usdoj.gov
Trenton—Handzo, Richard E, Chief, NJ Div Gaming Enforcement, 140 E Front St, CN047, 08625, (609) 984-7202, E-mail: rich.handzo@njdje.org

New Mexico

Albuquerque—Dickens, Max B, Asst Special Agent in Charge, Bureau of Indian Affairs, 1001 Indian School Rd, 87104, (505) 563-3863, Fax: (505) 563-3091, E-mail: max.dickens@bia.gov
Bernalillo—Stoyell, Christopher, Chief of Police, Bernalillo Police Dept, PO Box 638, 87004, (505) 771-5863, Fax: (505) 771-5868, E-mail: cstoyell@townofbernalillo.org
Isleta—Fenton, Gene A, Captain, Isleta Pueblo Police Dept, PO Box 699, 87022, (505) 766-6642, Fax: (505) 869-2407, E-mail: genefenton71@yahoo.com, Web: www.isletapueblo.com

New York

Bedford Hills—Hayes, William, Chief of Police, Bedford Police Dept, 307 Bedford Rd, 10507, (914) 241-7503, Fax: (914) 241-0846, E-mail: whayes@bedfordny.info
Buffalo—Vito, Peter M, Commissioner, Erie Co Central Police Services, 45 Elm St, 14203, (716) 858-8219, Fax: (716) 858-7902, E-mail: pete.vito@erie.gov
Ithaca—Zoner, Kathy, Chief of Police, Cornell Univ Police Dept, G-2 Barton Hall, 14853, (607) 255-8945, Fax: (607) 255-5916, E-mail: krz1@cornell.edu
New Rochelle—Massarelli, Nick, Systems Engineer IT Dept, New Rochelle Police Dept, 475 North Ave, 10801, (914) 654-2388, Fax: (914) 632-7106, E-mail: nmassarelli@newrochelleny.com
New York—Holloran, Kevin, Inspector, New York City Police Dept, 233 Broadway, 10279, (212) 693-5085, Fax: (212) 693-2825, E-mail: kholloran@nycppf.org
Oyster Bay—Bauers, Frank, Police Officer, Centre Island Police Dept, 100 Centre Island Rd, 11771, (516) 922-6466, E-mail: ci501@optonline.net

North Carolina

Castle Hayne—Smith, Rhonda L, Chief Deputy, New Hanover Co Sheriff's Office, 3950 Juvenile Center Rd, 28429, (910) 798-4210, Fax: (910) 798-4212, E-mail: rsmith@nhcgov.com
Charlotte—Davis, Craig, Captain, Charlotte-Mecklenburg Police Dept, 601 E Trade St, 28202, E-mail: cdavis@cmpd.org
Wilmington—Lindsey, Charles S, Police Officer, Univ of NC-Wilmington Police, 601 S College Rd, 28403, (910) 962-2222, Fax: (910) 962-4228, E-mail: lindseyc@uncw.edu
—Saunders, Jeffrey A, Captain-Patrol Operations, Univ of NC-Wilmington Police, 601 S College Rd, 28403, (910) 962-3136, Fax: (910) 962-4228, E-mail: saundersj@uncw.edu

North Dakota

Grand Forks—Harris, Dan M, Deputy Chief Patrol Agent, US Border Patrol/DHS, 2320 S Washington St, 58201, (701) 775-6259, Fax: (701) 772-5031, E-mail: dan.harris@dhs.gov, Web: www.cbnpnet.cbpdhs.gov

Ohio

Cleveland—Regoezi, Wendy, Director Criminology Research Center, Cleveland State Univ, Dept of Sociology & Criminology, 2121 Euclid Ave RT1725, 44115, (216) 687-9349, Fax: (216) 687-9314, E-mail: w.regoezi@csuohio.edu
Loveland—Rahe, Dennis S, Assistant Chief of Police, Loveland Police Division, 126 S Lebanon Rd, 45140, (513) 583-3000, extension 3002, Fax: (513) 583-3011, E-mail: srahe@safety-center.org, Web: www.lovelandpolice.com
Oregon—Magdich, Paul K, Assistant Chief of Police, Oregon Police Dept, 5330 Seaman Rd, 43616, (419) 698-7062, Fax: (419) 698-7006, E-mail: pmagdich@ci.oregon.oh.us

Oklahoma

Tulsa—Jackson, Dwight E, Assistant Chief of Police, Tulsa Public Schools Campus Police, 3027 S New Haven, 74147, (918) 746-6370, Fax: (918) 746-6436, E-mail: jacksdw@tulsaschools.org

Oregon

Portland—Crebs, Michael A, Commander, Portland Police Bureau, 210 NW First Ave, 97209, (503) 962-5835, Fax: (503) 962-7572, E-mail: michael.crebs@portlandoregon.gov
—Lee, Michael W, Captain, Portland Police Bureau, 1111 SW Second Ave, 97204, (503) 793-2705, Fax: (503) 823-0052, E-mail: mike.lee@portlandoregon.gov
—Sheffer, Kelli, Lieutenant, Portland Police Bureau, 1111 SW Second Ave, 97204, (503) 793-5455, E-mail: kelli.sheffer@portlandoregon.gov
Redmond—Tarbet, Dave, Captain, Redmond Police Dept, 777 SW Deschutes Ave, 97756, (541) 504-3402, Fax: (541) 504-3490, E-mail: dave.tarbet@ci.redmond.or.us
Roseburg—Hunge, Jim, Chief of Police, Roseburg Police Dept, 700 SE Douglas Ave, 97470, (541) 492-6760, E-mail: jburge@cityofroseburg.org, Web: www.cityofroseburg.org/police

Tigard—De Sully, James, Captain, Tigard Police Dept, 13125 SW Hall Blvd, 97223, (503) 718-2568, Fax: (503) 670-1561, E-mail: jdesully@tigard-oreg.gov

Pennsylvania

Carlisle—Ward, Bryan D, Administrative Sergeant, Cumberland Co Sheriff's Office, 1 Courthouse Sq, 17013, (717) 240-6393, Fax: (717) 240-6397, E-mail: bdward@ccpa.net
Litz—Allen, Brian, District Manager, Identocard Systems, 40 Citation Ln, 17543, (800) 233-0298, extension 431, Fax: (717) 569-2390, E-mail: brian.allen@identocard.com, Web: www.identocard.com
Philadelphia—Fitzpatrick, Thomas, Commanding Officer-Bomb Squad, Philadelphia Police Dept, 8501 State Rd, 19136, (215) 685-8067, E-mail: thomas.fitzpatrick@phila.gov
Pittsburgh—Rizzo, Joseph A, Chief Deputy, Allegheny Co Sheriff's Office, 436 Grant St Rm 111, 15219, (412) 350-4711, Fax: (412) 350-6388, E-mail: joe.rizzo@cour.allegheny.pa.us
Scranton—Duffy, Daniel, Chief of Police, Scranton Police Dept, 100 S Washington Ave, 18503, (570) 348-4130, Fax: (570) 207-0418, E-mail: dduffy@scrantonpa.gov
Tunkhannock—Porter, Jeff, Deputy Director, Wyoming Co 911, PO Box 738, 18657, (570) 836-7524, Fax: (570) 996-2066, E-mail: jporter@wycopa911.org
—Raimondi, Debra O, Public Safety Director, Wyoming Co 911, PO Box 738, 18657, (570) 836-7520, E-mail: draimondi@wycopa911.org

Puerto Rico

Guarabo—Mendez Ferrer, Zulma, Rectora, Colegio Universitario De Justicia Criminal, HC 02 Box 12000, 00778-9601, (787) 737-8351, Fax: (787) 737-7619, E-mail: zmendez@cujc.gobierno.pr

Rhode Island

West Greenwich—Lepre, Ronald P, Chief of Police, West Greenwich Police Dept, 280 Victory Hwy, 02817, (401) 397-9171, Fax: (401) 397-6890, E-mail: rlepre@wgpdrri.com

Tennessee

Hixson—Dillard, Steven E, Law Enforcement Liaison, Governor's Hwy Safety Office, 6312 Levi Rd, 37343, (423) 421-3443, Fax: (423) 842-3794, E-mail: stevedil@comcast.net
Jackson—Britt, Sammy C, Captain, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8461, Fax: (731) 927-8785, E-mail: sbritt@cityofjackson.net, Web: www.cityofjackson.net
—Campbell, Gerry, Deputy Chief of Police, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8467, Fax: (731) 425-8513, E-mail: gcampbell@cityofjackson.net, Web: www.cityofjackson.net
—Michael, Barry, Deputy Chief of Operations, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8182, Fax: (731) 425-8480, E-mail: bmicheel@cityofjackson.net, Web: www.cityofjackson.net
—Overton, Ronald S, Captain, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8448, Fax: (731) 425-8480, E-mail: soverton@cityofjackson.net, Web: www.cityofjackson.net
—Stanfill, James R, Captain, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8519, Fax: (731) 425-8480, E-mail: rstanfill@cityofjackson.net, Web: www.cityofjackson.net
—Willis, Patrick, Captain, Jackson Police Dept, 234 Institute St, 38301-6828, (731) 425-8400, E-mail: pwillis@cityofjackson.net, Web: www.cityofjackson.net
Martin—Walker, Randal, Captain, Martin Police Dept, PO Box 9, 38237, (731) 587-5355, Fax: (731) 587-5183, E-mail: rwalker@martindps.org
Memphis—Hess, Amy, Special Agent in Charge, FBI, 225 N Humphreys Blvd, Ste 3000, 38120, (901) 747-4300, Fax: (901) 747-9730, E-mail: amy.hess@ic.fbi.gov
—Rallings, Michael W, Deputy Chief of Police, Memphis Police Dept, 201 Poplar Ave, Ste 12-20, 38103-1945, (901) 636-3700, Fax: (901) 636-3740, E-mail: mrallings@memphistn.gov, Web: www.memphispolice.org
—Scott, Joseph A, Deputy Chief of Police, Memphis Police Dept, 201 Poplar Ave, Ste 12-19, 38103-1945, (901) 636-3748, E-mail: joseph.scott@memphistn.gov, Web: www.memphispolice.org

Texas

Austin—Palmer, David L, Major, TX Dept of Public Safety, PO Box 4087, 78773-0500, (512) 424-2775, Fax: (512) 424-7788, E-mail: david.palmer@txdps.state.tx.us, Web: www.txdps.state.tx.us
—Townsend, Quinten T, Law Enforcement Specialist, TX Municipal League Risk Pool, 1821 Rutherford Ln, 78754, (512) 491-2300, Fax: (512) 491-2388, E-mail: townsend@mlrip.org
Dallas—McGrath, Edward P, International Security Manager, Raytheon Network Centrics Systems, 13510 N Central Expwy, Mail Station 22, 75243, (972) 344-4420, Fax: (972) 344-4095, E-mail: edward_p.mcgrath@raytheon.com

Del Rio—Esquivel, Javier, Asst Chief Patrol Agent, US Border Patrol/DHS, 2401 Dodson Ave, 78840, (830) 778-7000, Fax: (830) 778-7805, E-mail: javiera.esquivel@dhs.gov

—Sinclair, Dean E, Deputy Chief Patrol Agent, US Border Patrol/DHS, 2401 Dodson Ave, 78840, (803) 778-7000, Fax: (830) 778-7805, E-mail: dean.sinclair@dhs.gov

—Van Gorkom, James E, Asst Chief Patrol Agent, US Border Patrol/DHS, 2401 Dodson Ave, 78840, (830) 778-7000, Fax: (830) 778-7805, E-mail: james.van-gorkom@dhs.gov

Freeport—Flores, Gustavo, Assistant Chief of Police, Freeport Police Dept, 430 N Brazosport Blvd, 77541, (979) 239-1211, Fax: (979) 239-2075, E-mail: gflores@freeport.tx.us

Houston—Hinojosa, Thomas E, Acting Special Agent in Charge, DEA/Justice, 1433 West Loop South, Ste 600, 77027, (713) 693-3006, E-mail: thomas.e.hinojosa@usdoj.gov

—McGregor, Rhea, Lieutenant, Univ of TX-Houston Police, 7777 Knight Dr, 77054, (713) 563-2139, E-mail: rmcgregor@mdanderson.org

Irving—Sumpter, Lance A, Director, North TX HIDTA, 8404 Esters Blvd Ste 100, 75063, (972) 915-9501, Fax: (972) 915-9503, E-mail: lance.sumpter@nthidta.org

Rowlett—Nabors, David W, Commander, Rowlett Police Dept, 4401 Rowlett Rd, 75088, (972) 412-6248, Fax: (972) 463-3970, E-mail: dnabors@rowlett.com, Web: www.rowlett.com

Utah

Salt Lake City—Bowers, Jeremy, MCC Staff, Major Cities Chiefs Assn, PO Box 145497, 84114-5497, E-mail: patricia.williams@slcgv.com

—Dinoto, Steven, MCC Staff, Major Cities Chiefs Assn, PO Box 145497, 84114-5497, E-mail: patricia.williams@slcgv.com

—Moore, Chris, MCC Staff, Major Cities Chiefs Assn, PO Box 145497, 84114-5497, E-mail: patricia.williams@slcgv.com

—Sims, Tom, MCC Staff, Major Cities Chiefs Assn, PO Box 145497, 84114-5497, E-mail: patricia.williams@slcgv.com

—Williams, Patricia, MCC Staff, Major Cities Chiefs Assn, 315 East 200 South 8th Fl, PO Box 145497, 84114-5497, (801) 799-3802, Fax: (801) 799-3640, E-mail: patricia.williams@slcgv.com

Vermont

Burlington—Bilodeau, Tim A, Captain Operations, Univ of VT Police Services, 284 East Ave, 05405, (802) 656-0353, Fax: (802) 656-8077, E-mail: timothy.bilodeau@uvm.edu, Web: www.uvm.edu/police

—Cyr, Arthur D, Lieutenant, Burlington Police Dept, 1 North Ave, 05401, (802) 540-2107, Fax: (802) 865-7579, E-mail: acyr@bpdvt.org

Waterbury—Reinfurt, Chris, Captain, VT State Police, 103 S Main St, 05671, (802) 241-5357, E-mail: creinfur@dps.state.vt.us

Virginia

Alexandria—Hemphill, Albert D, Chief Executive Officer, US Marshals Service, 2604 Jefferson Davis Hwy, CS3 9th FL E Rm 936, 22301-1025, (202) 307-9015, Fax: (202) 353-8340, E-mail: albert.hemphill@usdoj.gov

Ashburn—Hill, Martha E, Assistant Director, IJIS Institute, 44983 Knoll Sq, 20147, (703) 726-4483, E-mail: martha.hill@ijis.org, Web: www.ijis.org

Centreville—Marchetti, Christopher E, Manager, Carfax Inc, 5860 Trinity Pkwy, Ste 600, 20120, (303) 641-9646, E-mail: chrismarchetti@carfax.com, Web: www.carfax.com

Chantilly—Dundas, James W, Business Development Manager, Northrop Grumman, 15010 Conference Center Dr, 20151, E-mail: james.dundas@ngc.com

—Mason, Melissa, Strategic Account Manager, Northrop Grumman, 15010 Conference Center Dr, 20151, (503) 949-1048, E-mail: melissa.mason@ngc.com

—Uffelman, Kenneth, Director Public Safety, Northrop Grumman, 15010 Conference Center Dr, 20151, E-mail: kenneth.uffelman@ngc.com

—Wilkerson, Gary D, Manager of Programs, Northrop Grumman, 15010 Conference Center Dr, 20151, E-mail: gary.wilkerson@ngc.com

Fairfax—Perkins, Kyanna, Assistant Director-Victim Services Section, Fairfax Co Police Dept, 10600 Page Ave, 22030, E-mail: kyanna.perkins@fairfaxcounty.gov

Herndon—Manzelmann, Denise A, Associate, Booz Allen Hamilton, 13200 Woodland Park Rd, Rm 5071, 20171, E-mail: manzelmann_denise@bah.com

—Miller, Patricia E, Executive Admin, Booz Allen Hamilton, 13200 Woodland Park Rd, 20171, (703) 984-3069, Fax: (703) 984-3118, E-mail: miller_patricia@bah.com

McLean—Magee, Douglas, Vice President, Kaseman LLC, 1600 Tysons Blvd, Ste 1400, 22102, E-mail: dmagee@kasemanllc.com, Web: www.kaseman.com

—Ogden, Timothy J, Program Manager, SAIC, 1710 SAIC Dr, M/S T2 5-7, 22102, (201) 450-3931, E-mail: timothy.j.ogden@saic.com

Portsmouth—Harris, Otis E, Special Agent in Charge, US Coast Guard Investigative Service, 431 Crawford St, Rm 201, 23704, (757) 398-6268, E-mail: otis.e.harris@uscg.mil

Richmond—Booth, Scott, Captain, Richmond Police Dept, 177 E Belt Blvd, 23224, (804) 646-8091, Fax: (804) 646-8199, E-mail: scott.booth@richmondgov.com, Web: www.richmondgov.com/police

—Shamus, Michael J, Captain, Richmond Police Dept, 200 W Grace St, 23220, (804) 646-1343, Fax: (804) 646-1372, E-mail: michael.shamus@richmondgov.com

Windsor—Reynolds, Arlis V, Chief of Police, Windsor Police Dept, 8 E Windsor Blvd, 23487, (757) 242-6799, Fax: (757) 242-0328, E-mail: areynolds@windsor-va.gov, Web: www.windsor-va.gov

Washington

Bellevue—Baker, Cherie, Deputy Chief of Police, Bellevue Police Dept, PO Box 90012, 98009-9012, (425) 452-7101, E-mail: cbaker@bellevuewa.gov

Seattle—Crandall, Mark, Sergeant, WA State Patrol, 811 E Roanoke St, 98102-3915, E-mail: mark.crandall@wsp.wa.gov

—McAuliffe, J P, Sergeant, WA State Patrol, 811 E Roanoke St, 98102-3915, (206) 720-3018, Fax: (206) 720-3246, E-mail: john.mcauliffe@wsp.wa.gov

Wisconsin

Elm Grove—Krohn, Geoffrey, President/CEO, Integrated Technologies Inc, PO Box 453, 53122, (888) 315-3124, Fax: (866) 611-1747, E-mail: geoff@intechvideo.com, Web: www.intechvideo.com

Madison—Mankowski, James B, President/Chief Patrol Officer, JBM Patrol & Protection Corp, 3110 Kingsley Way, 53713, (608) 442-0911, Fax: (608) 222-5490, E-mail: jbm@jbmpatrol.com, Web: www.jbmpatrol.com

Prairie du Chien—Abram, Chad, Chief of Police, Prairie du Chien Police Dept, 228 N Beaumont Rd, 53821, (608) 326-2421, Fax: (608) 326-6284, E-mail: pdcpdchief@mhct.net

UZBEKISTAN

Tashkent—Burkhanov, Kutbidin, General of Militia in Reserve, Ministry of Internal Affairs, Volodarskogo St 28, 998 973393137, E-mail: bkn@royal.net

The IACP notes the passing of the following association members with deepest regret and extends its sympathy to the families and coworkers left to carry on without them.

James P. Comerford, Captain, Oswego, New York

R. Fred Ferguson, Chief of Police (ret.), Salinas, California; El Cajon, California (life member)

George Krelo, Chief of Police (ret.), Bridgeton, Missouri; Chesterfield, Missouri (life member)

Robert P. Neff, Manager Criminal Justice, North Central Texas Council of Governments, Arlington, Texas

Seymour Pine, Deputy Inspector (ret.), New York, New York; Whippany, New Jersey (life member)

Atkins W. Warren, Chief of Police (ret.), Gainesville, Florida (life member)

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Product update

The **Police Chief** keeps you on the cutting edge of law enforcement technology with monthly product announcements. For **free** in-depth information, visit us online at <http://www.naylornetwork.com/iac-nxt>. Items about new or improved products are based on news releases supplied by manufacturers and distributors; IACP endorsement is in no way implied.



Lead-core ammunition

Extreme Shock Ammunition announces production of its own line of high-quality, copper-plated, lead-core ammunition under the brand name Allegiance Ammunition. This new line comes in response to market demand for affordable, high-quality ammunition. Each Allegiance round will undergo the same strict procedures as the Extreme Shock tactical line. The 9mm, the .49-caliber Smith & Wesson, the .45-caliber Automatic Colt Pistol, the .223-caliber rifle, and the .308-caliber rifle rounds will have the case mouth and primer sealed or waterproofed to U.S. military standards, giving the Allegiance brand an estimated 20-year shelf life.

For more information, visit <http://www.extremeshockusa.net>.

Computer forensic tools

Skout Forensics announces the launch of a suite of computer forensic tools. Skout's products and related

solutions offer companies, law firms, governmental entities, and individuals leading-edge technology to assist in internal and external investigations. Skout's Forensics Data Collection Kit allows individuals to acquire electronic data in a forensically sound manner from any standard desktop or laptop computer. It enumerates all attached devices and images them separately, just as a trained examiner would. The kit integrates all required forensic standards and can collect data from computers while they are powered on and while they are powered off.

For more information, visit <http://www.skoutforensics.com>.

Software licensing and renewals

Salient Stills, a video forensics and image enhancement software company, announces VideoFOCUS Pro V3.1, with streamlined licensing and renewals functionality. This enables customers with maintenance licenses to more easily

apply new software versions and allows anyone interested in video forensics to more quickly test the software and set up new installations. VideoFOCUS Pro V3.1 also includes the ability to import and export video and images in more formats. Using innovative processing algorithms, VideoFOCUS Pro is the leading video forensics tool for law enforcement. In a single application, VideoFOCUS Pro encompasses what otherwise requires multiple video capture and processing applications.

For more information, visit <http://www.salientstills.com>.



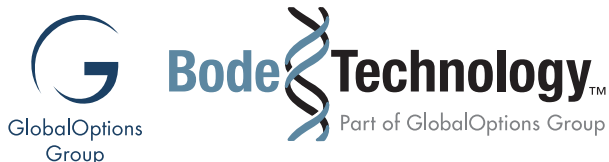
Investigation kits

WiebeTech, a brand of CRU-DataPort, announces the release of two newly configured Forensic Field Kits. The F3 and F4 Forensic Field Kits are designed to meet the most globally adopted combination of tools used by forensic investigators. By combining WiebeTech write-blockers, media adapters, cables,



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For more information, visit http://www.wiebetech.com/products/Forensic_Field_Kit_F3.php.



Vehicle laptop computer management

Adamson Industries Corporation introduces Copeland Engineering's Dock Master vehicle laptop computer management. The Dock Master warns users of pending shutdown with a five-minute warning window prior to executing safe, automatic shutdown. Shutdown can occur in as few as fifteen seconds when an electrical system fault is detected. Benefits and features include the ability to selectively discharge a laptop by intentional activation of the discharge feature. USB connectivity allows reliable data transfer without interfering with serial port allocation. An intelligent power switch monitors vehicle system voltage and ignition switch conditions, taking appropriate action when pre-defined levels are encountered.

For more information, visit <http://www.adamsonindustries.com>.

Inventory manager

Dynamic Systems Inc. announces the release of a low-cost equipment and inventory manager that tracks chains of custody for law enforcement agencies. Equipment Manager is intended to help agencies that want to reduce the loss of gear and save time tracking down which

pieces of equipment are checked out to which officers. The program reports when an inspection is due on items such as laptops, weapons, Tasers, and vests and keeps track of the expiration dates of consumables such as mace. The software makes it easy to check in and check out shotguns and long rifles for each shift.

For more information, visit <http://www.abarcode.com>.

ID-reading technology

Intelligence Mobilisa Inc. established a public safety and security advisory board to oversee deployment of Fugitive Finder, the company's latest product. Fugitive Finder builds upon Intelli-check's patented ID-reading technology deployed nationwide at more than 80 federal facilities and military bases, scanning various forms of ID such as driver's licenses, military IDs, or passports and instantly comparing the data to more than 100 fugitive lists. Fugitive Finder has been developed specifically for use in airports to identify potential terrorist suspects for customers such as the Transportation Security Administration, airlines, and other aviation security personnel.

For more information, visit <http://www.icmobil.com>.

Explosion-proof LED lights

Larson Electronics' Magnalight.com added several new two-foot LED lights with UL 844 Class 1 and Class 2 certifications. The EPL-24-2L-LED represents the newest two-foot, two-lamp LED light fixture with Class 1—Division 1; Class 2—Division 1; and paint-spray booth certification. The new, lower cost, Class 1—Division 2 rated LED lights

include the HAL-24-2L-LED and HALP-24-2L-LED lights to round out the LED hazardous location area lighting line. Magnalight.com continues to offer more LED light choices, ranging from permanently mounted LED lights to handheld LED flashlights for hazardous location areas.

For more information, visit <http://www.magnalight.com/p-47225-explosion-proof-paint-spray-booth-led-lighting--2-foot-2-lamp-fixture--class-1-div-1.aspx>.

Emergency awareness system

SituCon systems' SituCam Privacy Protecting Cameras remain disabled until an individual using the wireless Instant Alert button activates the system, immediately notifying responders and opening camera eyelids. Responders can see the person who is in trouble, can see what's happening, and are provided a floor plan and other details showing how to get to those individuals as quickly as possible. Privacy is guaranteed as the system is activated only when a person needs help. A related product, SituCon, allows individuals to access responders through the wireless Instant Alert button. Information including the individual's name, photo, and location is automatically transmitted to responders without requiring the person in trouble to say a word.

For more information, visit <http://www.situcon.com>.

Rugged notebooks and tablets

GammaTech Computer Corporation presents the following mobile computer models: the D14RM, the R13S, and the RT10A/RT10AS.



The D14RM is a lightweight 14.1-inch notebook that keeps information locked behind a fingerprint scanner and smart-card reader. The R13S flips between a notebook and a tablet and features fully rugged construction with a six-hour battery and a screen that is viewable in any lighting condition. The RT10A widescreen tablets meet military 810F standards with its durable, drop-proof, spill-proof, shock-proof, dust-proof, and watertight design. The RT10AS boasts enhanced security components. ♦

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TRANSFORMING A POLICE AGENCY BY CONNECTING TRAINING, PERFORMANCE, AND ASSESSMENT TO PROMOTION

By Don Zettlemoyer, Director, The Pennsylvania State University Justice and Safety Institute, University Park, Pennsylvania; and Rick Jacobs, Professor, Department of Psychology, The Pennsylvania State University, University Park, Pennsylvania

With a population of 1.3 million, the two-island nation of Trinidad and Tobago maintains a diversified economy. Energy is the primary economic driver, but the nation actively seeks to expand the economy both in terms of size and underlying structure to assure long-term economic sustainability that will improve the standard of living for all citizens. Finding the right mix of new opportunities and how they might be developed remains a matter of debate. While many avenues are being pursued, one undesirable means emerged: the nation's proximity to South America has drawn the drug trade. The islands have become a transshipment point for narcotics, with negative side effects that include an increase in crime—much of it gang driven.

The nation is served by the Trinidad and Tobago Police Service (TTPS). The TTPS has a current strength of 6,400 sworn personnel. Agency ranks are divided into two divisions: the 1st Division, which represents senior leadership; and the 2nd Division, which represents front-line officers (constables) and front-line supervisors (corporals, sergeants, and inspectors).¹

Recent years have seen a sharp and continuing spiral of violence, with increases in homicides, robberies, and other crimes against persons proving particularly challenging. Much of the citizenry feels unsafe, and public confidence in the TTPS has significantly eroded. There are also concerns among potential visitors that travel and

tourism may be best in other island destinations, which compounds the serious threat to economic growth.

In 2005, the Trinidad and Tobago Ministry of National Security tapped the Pennsylvania State University Justice and Safety Institute (Penn State JASI) to join an ambitious, multifaceted initiative to transform the TTPS. Penn State JASI was tasked, under contract, with developing a training strategy that would support the improvement effort within TTPS.

Penn State JASI conducted an on-site job study that quickly indicated a widespread lack of accountability and, hence, direction throughout the TTPS. A majority of the problems could be attributed to structural issues, such as the limitation of the commissioner's powers in regard to hiring and discipline. The recognition of crime, its underlying causes, and the potential solutions resided within the TTPS, but the manpower, planning, basic human resource processes, and general authority over personnel were governed by an agency outside of the TTPS, causing a problematic disconnect.

Front-Line Training

As would be true for any large, complex organization, it was clear that substantive change would take significant time and effort. The primary concern was to put, to the degree possible, the appropriate tools in place that would allow for change over time. With this in mind, Penn State JASI proposed to place the primary emphasis on training

front-line supervisors. Senior leadership was also provided with training, but the bulk of activity was directed toward supervisory personnel.

Between 2005 and 2009, TTPS members were exposed to a wide variety of training programs, including supervision for front-line leaders; change management and strategic planning for senior leaders; train-the-trainer for personnel charged with training at the basic and in-service levels; field training officer program; media relations; and customer service. All programming was customized specifically for Trinidad and Tobago, and most included the creation of training videos with TTPS personnel acting out the roles in various scenarios. In all, more than 2,700 personnel were trained with the bulk being from corporal to inspector ranks of the 2nd Division.

While training often energizes and educates members of an organization, training by itself will not result in any deep transformation. It is important to note other equally ambitious efforts led by other domestic and out-of-country entities. George Mason University, for one, led a model stations initiative designed to promote more proactive modes of policing within the TTPS and provided guidance in developing and updating policies and practices for the agency.

Sustained progress and ultimate success in transforming a large agency takes time and committed, skilled leadership that permeates all leadership ranks. The commitment to transform a police agency is more often than not generated by the fear of crime by the public. To ease public fear, time is necessary to accomplish sustained transformation, but time is not something granted by a fearful public demanding change. This places tremendous pressure on those leading the effort to change. One sure way to resolve this dilemma is to provide clear, consistent, and almost constant communication to the public that demonstrates the challenges being addressed and the successes along the way.

The Police Reform Act

In late 2006, the Trinidad and Tobago parliament passed the Police Reform Act. This act was designed to address many of the obstacles that hindered the agency's ability to move forward and respond to the changed policing environment. One key element of the act was granting the commissioner of police greater authority over personnel matters. Another key element changed the manner by which all sworn personnel were promoted, in particular to and within the 1st Division (senior leadership).

Performance appraisal and independent assessment. The legislative language covering matters of promotion provided the opportunity to move the organization



further toward transformation. For the 1st Division, promotion was to be determined based on performance appraisal (weighted at 25 percent) and an independent assessment process (weighted at 75 percent). The legislation also stipulated that an independent firm, experienced in assessment for promotion of police, would be contracted to conduct the process. The firm would also be responsible for creating the eligibility list based on the compilation of performance appraisal and assessment scores. The process was stipulated to include written and oral assessments.

In 2007, Penn State JASI was awarded a contract to conduct the first assessment under this new process and partnered with a comprehensive promotion testing service firm in the design and administration of the oral assessment process.

Materials, principles, and information that had been delivered through Penn State JASI training were the primary basis for assessments. Personnel were assessed on their ability to demonstrate knowledge and mastery of the material in writing and their ability to apply that knowledge in a controlled setting during an oral assessment. It is worth noting that assessment problems personnel faced increased in difficulty as the ranks ascended.

This was a visionary and measured approach on the part of Trinidad and Tobago for maximizing the opportunity for lasting change in the organization. The government invested in ensuring that personnel, on a broad scale, were given access to and instruction on modern principles of police management and supervision, and that the ability to demonstrate understanding and application of these principles and practices, through performance appraisal and oral assessment, would be the basis for advancement through senior ranks. The results would not be instantaneous, but the wheels were in motion for the transformation of TTPS through the integration of training and the selection of those individuals who through training and their experiences could demonstrate their readiness for the next level position.

Program approach. Merit-based leadership is a fairly universal principle behind effective organizations; however, it is not

successful without considering the circumstances and the national culture of the organization. A one-size-fits-all solution does not exist. Organizations must customize the principle to adapt specifically to their unique situations and cultures. A core concern of the TTPS was that any process be fair and transparent.

All members of the TTPS eligible for promotion to and within the 1st Division were provided with a complete set of source documents on which the assessment would be based, along with a detailed explanation of the processes to be used in the assessment program. The legal notice underlying the promotion process stipulated distribution of all study materials within eight weeks of the written assessment. The materials were distributed much earlier than that requirement, providing candidates for promotion with ample time to prepare.

Distribution of source materials took place at an orientation session led by the executive leadership of the TTPS and Penn State JASI. The new system was a dramatic shift from the previous method of promotion; this session was designed to familiarize the candidates with how the new system works and provide an opportunity for open dialogue.

The orientation session was followed by regular, structured sessions in which the modalities of written and oral assessment were explained. Samples of written questions that might be used, as well as how an oral assessment would proceed and be measured, were presented. The sessions also provided the opportunity for attendees to practice each of the assessment methods. Although attendance to the program was voluntary, the number of personnel in attendance was strong.

During the orientation session, Penn State JASI and the promotion testing firm conducted on-site meetings to assure stakeholders that the assessment problems were consistent with issues, concerns, and conditions confronting the TTPS. The stakeholder groups included members of the public, the business community, the Ministry of National Security, and various elements of the TTPS.

The matter of transparency was identified as a particularly important concern and

active steps were taken to mitigate those concerns. Following the written test, each candidate was provided a copy of their completed bubble answer form prior to leaving the testing site. At the end of the process, Penn State JASI offered review sessions. Candidates could compare their answer forms to the master answer form to check the score they received on the written portion of the assessment for accuracy.

Assessor training. In addition to the assessment exercise development and the vetting within the project group, the on-site oral assessment process required considerable preparation and logistics. Specifically, the process had to accommodate the assessment of up to 200 candidates and the travel for 30 assessors and staff and ensure that the exercises were meaningful and measurable. This in turn required active assessor involvement and training. For economy, the on-site process had to be conducted during a calendar week that would include both assessor travel and training.

Involved assessors were accomplished law enforcement leaders from Canada, the Caribbean, and the United States. Many of the assessors would meet for the first time during this process and none were familiar with the promotion testing firm's assessment methods. Prior to the assessment, a full day of training was conducted, covering items such as performance measurement, assessment questions that would be presented, logistics, and the role of assessors and center administrators. Remaining on schedule required a great deal of attention to the precision of logistics.

As TTPS personnel moved through the process, their comfort visibly grew. Open review sessions of the previously conducted written assessment were held throughout the week, giving personnel the opportunity to compare their answers to the master answer key. These sessions were conducted by a Penn State JASI administrator so that questions could be asked and concerns expressed.

During oral assessments, assessors not only scored each individual relative to behavioral anchors specific to the problems, but also recorded areas of strength and opportunities for improvement. In the end, each candidate received scores—an eligibility ranking combining the writ-

ten portion, the oral assessment, and the performance appraisal—and feedback regarding performance during the oral assessment. In addition to assisting in the development of the person and organization, this combination of feedback helped to ensure the transparency of the process. The Order of Merit (eligibility list) was computed and presented by Penn State JASI, further demonstrating transparency.

In 2007, the TTPS began to promote personnel to and within the 1st Division using the Order of Merit established by this assessment process. In late 2008, the TTPS repeated the process for the next round of promotions within the 1st Division. This not only confirmed the acceptance of the process within the organization, but firmly planted a merit-based system into the human resources processes, creating greater confidence with the TTPS and among the citizens of Trinidad and Tobago. It is anticipated that the system will be used in the future as the transformation of the TTPS moves forward.

Conclusion

Although assessment centers and written tests in law enforcement have been around for many years, few applications so clearly connect the processes of training, promotion, and organizational change

while using a third party to ensure the objectivity of assessment and the absence of bias. The effort here identified the necessary behaviors and skills, trained personnel in those behaviors and skills, and promoted based on the demonstration of those skills and behaviors during the assessment process and in the workplace. The bulk of the weighting of scores for promotion relied upon the written and oral assessment process, which was administered by an external organization and designed to measure critical job components. This substantially removed the potential for bias and assured transparency in the promotion process.

Some of the key lessons learned follow:

- In cross-cultural initiatives, “universal” is a relative term. Great care must be taken to ensure that principles and problems are applicable and acceptable to the local environment. Reaching this point is a process of discovery for everyone and requires a great deal of dialogue among anyone who is part of the process.
- A common cultural element in the law enforcement community is a core commitment toward crime fighting as a vehicle to prevent human suffering. It’s cross-cultural and, when both parties are from law enforcement, can be an accelerator for problem solving.

- Opportunities to reflect the diversity of the population served should be actively sought.
- For efforts requiring significant off-shore activities, over plan and expect the unexpected. For example, while the administrators thought that bubble answer sheets were ubiquitous, they quickly learned that this was an erroneous assumption.
- It is impossible to overcommunicate. Frequent and candid dialogue and communication with those impacted is integral to the effort. A principal concern is the fairness and openness of the process.
- Everyone must be given access to the materials used in developing the assessment instruments.
- The environment and conditions of the assessments must be strictly controlled to ensure that measurement is comparable and consistent. ♦

Note:

Trinidad and Tobago Police Service, “Badges of Rank,” <http://www.ttps.gov.tt/AboutTTPS/BadgesofRank/tabid/174/Default.aspx> (accessed September 29, 2010).

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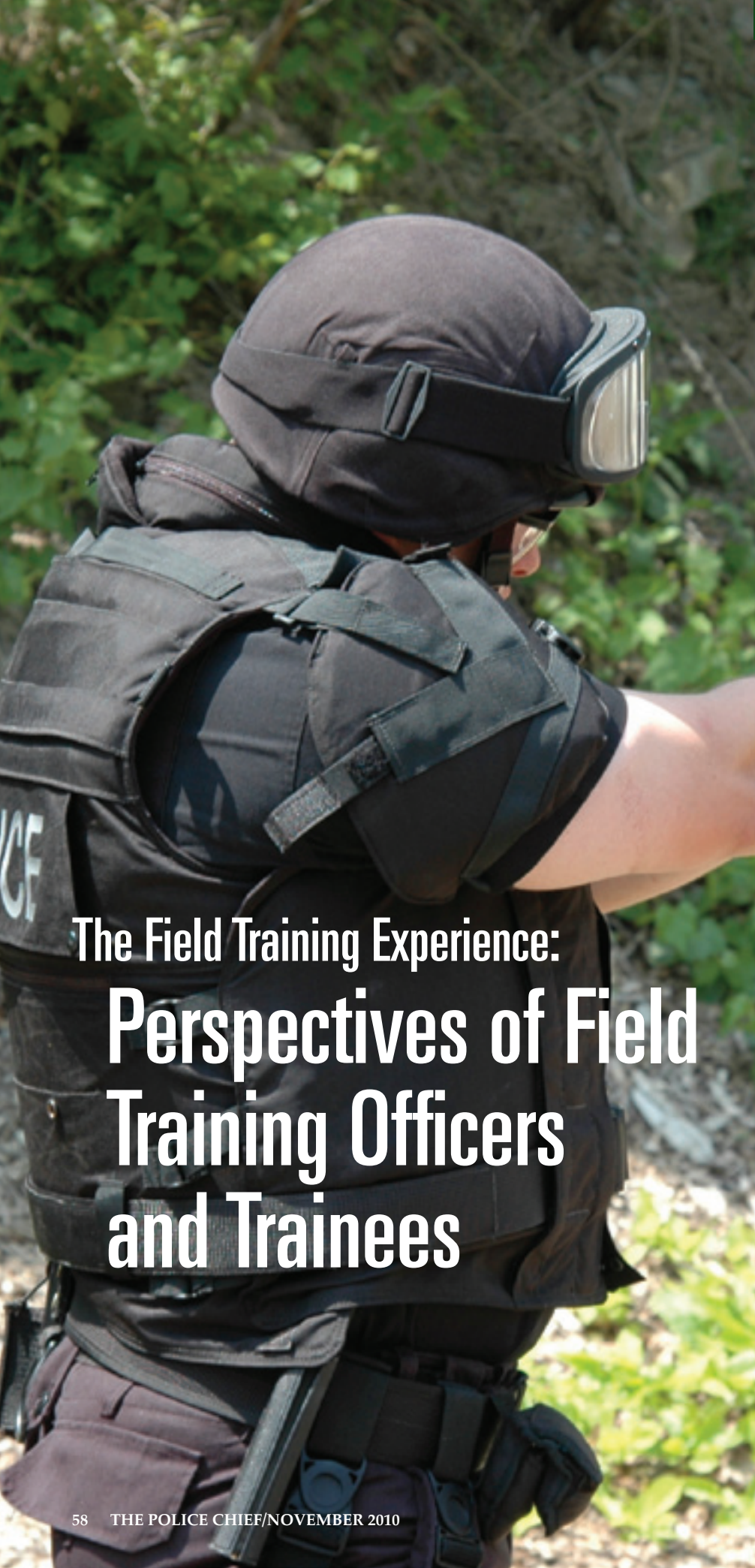
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The Field Training Experience: Perspectives of Field Training Officers and Trainees

By Ronald H. Warners,
Professor, Curry College,
Milton Massachusetts;
and faculty, Roger
Williams University
Justice Studies Training
and Research Institute,
Bristol, Rhode Island

Field training is universally described as the most important stage in the process of becoming an independent police officer. During this period, field training officers (FTOs) present recruits with two challenges: to learn the practical aspects of law enforcement and community service and to assimilate into the professional culture of a particular agency. The stakes are high for the recruit and the department, both of which aspire to achieve the best results, and, yet, both FTOs and recruits bring genuine concerns that are often unknown or unacknowledged. The purpose of this study is to open these concerns to the awareness of both FTOs and their trainees, in the expectation that a mutual appreciation will optimize the teaching and learning during field instruction. This study is based on the perspectives of 164 officers, 125 of whom, as FTOs, have trained approximately 700 field recruits. The study asks two basic questions:

1. What concerns do trainees and FTOs bring to the experience?
2. What attributes of both trainees and FTOs contribute to a positive field training experience?

Two Field Training Models

Two approaches to police field training are currently practiced in the United States: the traditional San Jose Model and the Police Training Officer (PTO) Program (also known as the Reno Model), developed by the U.S. Department of Justice Office of Community Oriented Policing Services (COPS).

The San Jose Model. Police field training before 1960 was largely unstructured.

New officers received little, or in some instances, no "on the job" training. When first introduced to patrol duties, officers were assigned indiscriminately to a senior officer who happened to be working the same schedule. The "training" officer often changed from day to day, and the quality of training varied accordingly. In that most of the officers delegated the task of training felt imposed upon by this additional duty, the quality of training of a new officer ranged from "barely adequate" downward.¹

A more systematic approach began in the early 1960s when the California Commission on Peace Officer Standards and Training (POST) initiated a training academy that included a recruit training checklist: the first of a series of increasingly sophisticated rubrics by which to evaluate recruits. The strongest impetus for change occurred in San Jose, California, in 1970 when an incompetent recruit caused a two-car collision in which a citizen was killed. The recruit had been recognized as having inadequate driving skills, but the evaluation system had not provided sufficient basis for his dismissal. In response, Lieutenant Robert Allen, whose military background provided the training model, developed a seminal Recruit Training and Management Program that began in 1971. Psychologist Michael Roberts and many others joined Allen over time to compile the Field Training and Evaluation Program (FTEP). The program was specific: Trainees were evaluated daily for 14 weeks on a checklist of 31 discrete skills scored on Likert scales, according to how well their performances reflected the performance of an experienced police officer. The California State Legislature adopted the FTEP in 1973 in Penal Code Section 832.3 as the standard for field training programs. Thus was established the San Jose Model, which continues to be the pre-

ferred basis for many FTO programs; it is based on the premise of behavior modification—colloquially described by FTOs as the “I do/We do/You do” method—during which rigorous evaluation of technical skills are aimed at producing a professionally competent police officer.

The PTO program. Carl R. Peed, then-director of COPS, in October 2003 trumpeted the following headline: “For Immediate Release: First New Post-Academy Police Officer Field Training Program in 30 Years Emphasizes Community Problem Solving Skills over Traditional Response Methods,” thereby throwing down the challenge gauntlet to the San Jose approach.² In the opening statement of an overview of the PTO Program, the core members observe the following:

This new approach to training provides a foundation for lifelong learning that prepares new officers for the complexities of policing today and in the future. It is focused on developing each officer’s learning capacity, leadership abilities, and problem-solving skills. This is very different from traditional police training methods that overemphasize mechanical skills and rote memory capacities. While static skills are a necessity in police work and are integral to any training program, they constitute only one set of skills needed in contemporary policing.³

The members continue by citing two contemporary issues that the PTO Program addresses.

Two common concerns [stand] out: traditional field training programs have not changed significantly over the past 30 years, and protection against liability. This model speaks to both concerns, incorporating contemporary COPPS [Community Oriented Policing and Problem Solving] concepts and guarding against liability through an emphasis on effective training. Moreover, the program can be tailored to each agency’s unique needs. Because of its flexibility, future changes in policing can be easily incorporated into the program.⁴

At the core of the COPPS teaching perspective is Problem-Based Learning (PBL), based on adult learning strategies. As the learning manual elucidates,

PBL is a learner-centered teaching method that uses problem solving as the vehicle for learning. Under the traditional field training model, a teacher or trainer (the content expert) delivered information to the learner or trainee. PBL departs from this traditional method of learning. It begins with presentation of a real-life problem that the trainee must attempt to solve. The trainee follows a pattern of discovery whereby he or she expresses ideas about solving the problem, lists known facts, decides what

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information to use to solve the problem (including naming sources for that learning), and develops an action plan to solve the problem. Several evaluation methods determine whether the action plan succeeded or failed.⁵

The objectives of the PTO Program specified are to

- formulate learning opportunities for new officers that meet or exceed the training needs of the policing agency and the expectations of the community;
- have trainees apply their academy learning to the community environment by giving them real-life problem-solving activities;
- foster the trainee's growing independence from the PTO over the course of the program;
- produce graduates of the training program who are capable of providing responsible community-focused police services;
- prepare trainees to use a problem-solving approach throughout their careers by employing PBL methods; and
- design fair and consistent evaluations that address a trainee's skills, knowledge, and ability to problem solve effectively.⁶

The PTO curriculum consists of two primary components: Substantive Topics and Core Competencies. The Substantive

Topics—that is, those that require most critical thinking skills—include Non-Emergency Incident Response, Emergency Incident Response, Patrol Activities, and Criminal Investigation. The Core Competencies, described as “common activities in which officers engage and are the skills they use during the daily performance of their duties,”⁷ include all of the skills involved in the San Jose Model and a few more, including police vehicle operations, conflict resolution, use of force, local procedures, policies, laws and organizational philosophies, report writing, leadership, problem-solving skills, community-specific problems, cultural diversity and special needs groups, legal authority, individual rights, officer safety, communication skills, ethics, lifestyle stressors, self-awareness, and self-regulation.

Though the PTO Program descriptions astutely avoid using the terms “critical thinking” and “personal engagement,” those terms would clearly be educational descriptors for this paradigm and define the contrast with the San Jose Model that puts emphasis on prescriptive behaviors. Thus one might assume that because the PTO method so closely mirrors best practice by institutions of learning today, the PTO Program would be eagerly received by the policing profession nationwide. This has not been the case.

Method

A preliminary survey was constructed in January 2009 of 10 items that were sent to 40 members of a field training course at the Roger Williams University Justice System Training and Research Institute in Bristol, Rhode Island. Their responses were formative for a 36-item e-mail survey sent via SurveyMonkey to more than 450 officers who had attended the FTO and field supervisors courses at the institute. The 164 respondents, who have trained approximately 700 field recruits from all six New England states, serve as the basis for this study.

Twenty-five items in the e-mail survey are forced-choice items; ten are open-ended response questions. Rather than impose a preconceived coding paradigm onto the responses, multiple categories of responses were generated using responses directly from the open-ended questions themselves, after which similar categories were combined. It is important to note that the observations on the data derived from this population apply appropriately to this population only; extrapolation of observations to other populations is beyond the responsibility of this study.

Findings

Of the respondents, 80 percent rated their field training experience as “very positive” or “positive with reservations” and would recommend their FTOs to others. One in five of the trainees, 20 percent, reported that their field training prepared them inadequately.

This study identifies seven factors that serve as a framework for evaluating the field training experience.

Factor One: Diverse field training practices. Of the 115 officers who responded to the question “How many FTOs participated in your field training?” a surprising 31 (27 percent) replied that only one officer was in charge; 46 (40 percent) worked with two FTOs; and 38 (33 percent) with three. Fourteen officers (1 percent) reported that no formal training was in place at the time of their hire; and 21 (18 percent) said that four or more FTOs took a role in the agency's field training program. Most San Jose training models have two or three FTOs instructing a trainee.

Of the 121 respondents to the question “Into how many periods was your field training divided?” a surprising 32 percent replied only one period (perhaps more typical many years ago); 18 percent replied two periods; and almost 50 percent replied three periods. The duration of the training periods is likewise remarkably diverse, with 18.6 percent reporting fewer than four weeks; 19.2 percent at four to six weeks; 12.8 percent at six to eight weeks;

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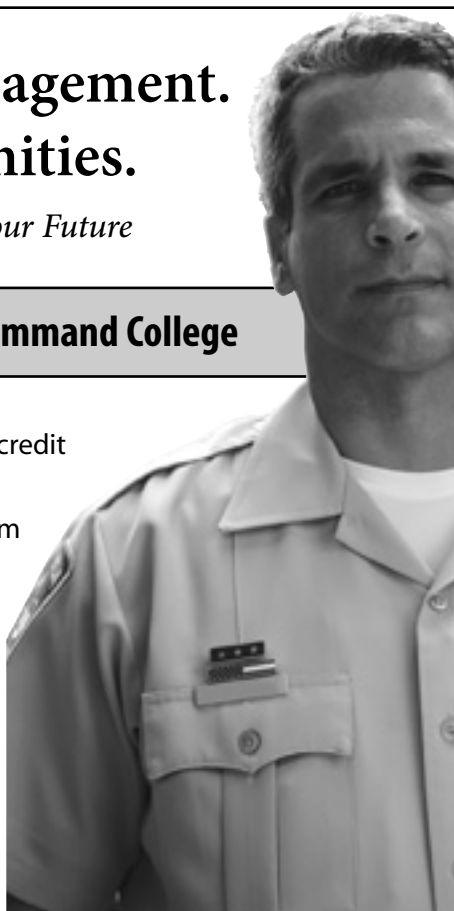
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13.5 percent at eight to ten weeks; 19.9 percent at ten to twelve weeks; 14.1 percent at twelve to sixteen weeks; and 1.9 percent at more than sixteen weeks. A factor that may influence these wide divergences is that the responding officers have served anywhere from three years to three decades; the training practices three decades ago were very different from those of today and may therefore account for the range of responses.

Factor Two: Disconnection between academy training and field training. Of the responding FTOs, 59 percent regard field training as a “necessary” and “hands-on extension of academy training,” but 41 percent report that relating the academy to field experience training is “the challenge” or that “active policing is very different from the academy.” Anecdotes from trainees suggest that some FTOs even express scorn for the academy, advising the trainees to forget what the academy taught because field training is where real policing begins. While generalizations should not be based on extreme views, the lack of seamless integration between academy instruction and field experience evidenced in this study is a significant issue in professional police training.

Factor Three: Difference in perception of teaching and learning flexibility. Almost one-third of trainee respondents report that their FTOs instructed in an inflexible my-way-or-the-highway style; more than one-third observe that their FTOs “occasionally” adapted to their learning style; and the remaining third of the respondents testify that “the FTO was very flexible about how to teach me best depending on my responses,” as table 1 demonstrates.

Table 1

Did your FTO adapt the training approach to how you learn best?	Percentage	Number (total respondents: 149)
Yes, the FTO was very flexible about how to teach me best depending on my responses.	32.2	48
The FTO occasionally changed his/her instruction approach to better communicate with me.	37.6	56
No, the FTO was a my-way-or-the-highway type and made no attempt to accommodate how I learn best.	30.2	45

Thus, from the trainee perspective, slightly less than a third of this population of 149 FTOs are highly responsive to the specific learning needs of each trainee.

The FTO respondents, however, perceived their own attributes somewhat differently when asked in which teaching topics they had received instruction, as table 2 demonstrates.

Table 2

In which of the following topics have you received specific training?	Percentage	Number (total respondents: 122)*
Learning styles	75.4	92
Personality differences	73.0	89
Techniques for teaching adult learners	62.3	76
How to differentiate field experience teaching	53.3	65
Basic principles of learning	63.9	78
How to deal with a learning style different from your own	58.2	71
How to be patient	44.3	54
How to judge when mastery has been achieved	30.3	37
No specific training to be an FTO	15.6	19

*The 122 FTO respondents were allowed to give more than one answer to the question.

One might conclude from table 2 that most FTOs are confident about their preparation for their role. Table 3, however, suggests otherwise.

Table 3

Do you feel you received adequate training to be a top-notch FTO?	Percentage	Number (total respondents: 122)
I was fully prepared before accepting the first trainee.	45.08	55
I relied on my “native” teaching skills.	27.80	34
I flew by the seat of my pants, but made it happen.	9.83	12
I was marginally prepared and had some difficulties.	12.29	15
I began as an FTO basically unprepared, and my performance was less than I had hoped.	5.00	6

Only 45 percent of respondents to this question perceived that they were fully prepared; the remaining 55 percent report a range of perceptions of underpreparedness. The responses of the latter group could be explained in various ways. Regardless, there appears to be a gap for many FTOs between being given training and the perception of being fully prepared. This may suggest that training needs to include more direct exercise in applying the content of the training, so the training can become functional and perceived by the FTO as contributing to competence.

Factor Four: Timing of trainee performance evaluation. An important principle in experiential learning is that the debriefing after the learning incident is where value of the incident is committed to long-term memory. To get an indication of how this principle is understood by FTOs, the survey asks, “When do you review with the trainee the specifics of performance?” The responses follow this pattern in table 4.

Table 4

When do you review with the trainee the specifics of performance?	Percentage	Number (total respondents: 113)*
After each set of actions by the trainee	56.6	64
Informally, as the occasions present themselves	46.9	53
At the end of every shift	69.9	79
At the end of every week	23.0	26

*The 113 FTO respondents were allowed to give more than one answer to the question.

The strongest pedagogical response would be to combine the first and third response option. Immediate evaluations combined with a review within a few hours have the best probability for long-term retention. If performance evaluations were given only at the end of every week, the trainee would not likely derive the full learning benefit from the experience.

Factor Five: Concerns of the trainee. Concerns are worry points—issues that tend to influence learning negatively by limiting the willingness of a trainee to engage fully and to trust fully. For FTOs to be aware of and receptive to the concerns of trainees is a very important factor in creating a positive learning environment. To begin to understand trainees’ perspectives, respondents were asked, “In your experience, what are the three biggest challenges for a field trainee?” The four top concerns for trainees center on the following transition issues:

1. transitioning the law to the street,
2. adjusting to various FTOs,
3. adjusting to agency culture, and
4. being overwhelmed.

In other words, typical trainees, who find themselves displaced from a familiar academy environment where they understood the rules of the culture, are seriously apprehensive about how they will be regarded and how well they will be able to meet the challenges of working with a series of unfamiliar FTOs in an agency culture they do not know.

Nor are their apprehensions limited to these top four responses; respondents reported a wide array of additional

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concerns: stress/pressure to succeed; ability to retain knowledge; understanding expectations; organizational skills; inexperience; gaining acceptance; overeagerness; accepting feedback; separating private life/profession; displaying loyalty/pleasing all; department support; unrealistic expectations; generational differences; safety; micromanagement; report writing; lack of knowledge; applying academy information; critical thinking; and time management. Because these concerns are so wide ranging, they are likely to influence the learning environment negatively. Thus, neutralizing them as much as possible will optimize success.

Trainees in this study were also clear about the kind of FTO approach they found most conducive to learning. When asked "What attributes of your FTO did you find most conducive to your success as a field trainee?" responses in order of frequency were

1. gentle approach/reassuring/understanding;
2. ability to teach;
3. experienced, knowledgeable;
4. positive attitude and helpful;
5. very patient; and
6. show, not preach.

These attributes, in effect, could be seen as guidelines for an effective FTO.

Factor Six: Concerns of the FTO. Practicing FTOs were asked to reflect on their own performance. When asked "In your personal experience, what are the three greatest challenges that a good FTO faces regularly?" respondents were very clear.

1. Either lack of administrative support or micromanagement
2. Effective teaching/pedagogical flexibility
3. Motivating the trainee

Complaints about negative agency characteristics, such as lack of administrative support, lack of recognition by superiors of the additional time and responsibility of an FTO, and a negative department culture, are frequent factors in this study. Additional concerns were burn-out/no down time, no extra pay, and balancing patrol and training needs.

To validate these findings, the same question was essentially repeated in a different part of the survey: "What are three of the biggest challenges for the FTO?" This time, personal responsibilities are represented at a much higher rate by identifying teaching skills/learning styles, personality differences, personal motivation, and patience as core challenges. The differences in responses between these two questions illustrate the double bind that FTOs often experience: A departmental structure that may not facilitate their task, and the insistent demands of being an effective field educator.

Respondents were encouraged to make broader observations by responding to

the question "What three attributes are required to be a truly top-notch FTO?" Their responses come closest to a common understanding between the FTO and trainee.

1. Experience and professional knowledge
2. Patience
3. Communication skills

These top three were followed closely by integrity, teaching competence, and adaptability to learning styles. Four of these six attributes identify essential abilities of an effective educator and need to be the focus of continuing professional education.

Factor Seven: Professional altruism. A last survey question reveals what lies at the heart of the typical FTO in this study. It asks "What three most important items of advice would you want a trainee to leave with at the end of his or her field training?" The top 10 responses follow, in order of frequency.

1. Ask questions
2. Continue your education and learning
3. Be safe
4. Treat people with respect
5. Integrity matters
6. Learn from mistakes
7. Act from reason
8. Make time for your family
9. Do your best
10. Listen

These bits of wise advice perhaps define the finest values in policing and are guideposts for FTOs and trainees alike.

Results

This study identifies seven factors that influence the nature and success of police field training. Field training is likely to be more successful when a greater degree of standardization is brought to both FTO and recruit training. The relation of academy training to field training needs to be strengthened, as does the impact of continuing education on the practices of FTOs. Trainees and FTOs have diverse concerns reflecting their separate roles in field training.

Commentary

This study reveals that field training is addressed in a wide variety of ways among police agencies in New England. Applying the law as a police officer, while enhancing personal and professional competencies as an effective educator, is clearly a pressing challenge for even the best FTO. Continuing education support for developing instructional skills and perspectives is an absolute requirement for every agency.

Without question, a further mandate to the profession is to provide a seamless continuum between academy instruction and field training. The disconnection apparent in this study is perhaps the most important challenge in the education of police officers. In order for the profession to educate its inductees in the best possible ways,

police academies and FTOs must no longer work at cross-purposes, but instead must formulate a cogent curriculum where the academy and the cruiser are interrelated parts of a continuous learning experience for the trainee.

Both FTOs and trainees bring a long list of concerns. The apprehensions of the trainees strongly influence their receptivity to instruction. To minimize the impact, a carefully planned series of orientation sessions at the beginning of the training process is indicated during which the comprehensive field training plan is laid out for the trainee, where FTOs anticipate trainee concerns (perhaps even by quoting this study) as well as their own expectations, and where trainees are given an opportunity to voice their concerns. To the degree that their concerns remain unspoken is the degree to which they will generate anxiety and inhibit successful training.

This study also reveals a magnificent sense of responsibility among FTOs and trainees alike. Though both come to the field training experience with very different concerns, both are motivated by aspirations to achieve a high level of professional success. Those aspirations can be significantly enhanced by acknowledging and mutually respecting each other's concerns, thereby removing many barriers to successful learning.

Lastly, this study makes clear that the degree of knowledge and sophistication by FTOs is increasing, largely owing to the availability of excellent professional courses and workshops and a growing appreciation by agency chiefs of their value for developing the effectiveness of their agencies. Strong curriculum leadership and strong educational support for FTOs by every chief will create a spirit of continuous improvement and ever-increasing effectiveness in the policing profession. ❖

Notes:

¹Glenn F. Kaminsky, *The Field Training Concept in Criminal Justice Agencies* (Upper Saddle River, NJ: Prentice Hall, 2000), xiii.

²Community Oriented Policing Services, U.S. Department of Justice, "First New Post-Academy Police Officer Field Training Program in 30 Years Emphasizes Community Problem Solving Skills over Traditional Response Methods," press release, October 21, 2003, <http://www.cops.usdoj.gov/Default.asp?Item=1021> (accessed October 1, 2010).

³Community Oriented Policing Services, U.S. Department of Justice, *PTO: An Overview and Introduction*, 4, <http://www.cops.usdoj.gov/files/ric/Publications/CaseStudiesPDF3.pdf> (accessed October 1, 2010).

⁴Ibid.

⁵Ibid., 9.

⁶Ibid., 3.

⁷Ibid., 10.



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Law Enforcement Training: A Roundup

Survey: The Status of Field Training

By Sergeant John Scott, Supervisor, Eastern Regional Traffic Unit, Port St. Lucie, Florida, Police Department

The survey assesses field training programs in use by police agencies. Two popular programs are common practice in most departments: the San Jose Model (also known as “the traditional model”) and the Police Training Officer (PTO) Program. There is a generational difference in today’s workforce, as for one of the first times in history, three generations—baby boomers, generation X, and generation Y—must work side by side. Law enforcement is not exempt from a multigenerational workforce, and, as such, law enforcement administrators must consider diverse training styles to better retain employees.

According to this survey, 73 percent of the responding agencies believe that a field training program utilized by an agency has a direct correlation to officer retention.

Methodology

A survey was sent to 91 agencies with a minimum of 1 agency in each state. This allowed the survey results to be a reflection of law enforcement agencies throughout the nation. The surveys were sent via e-mail, with a link for agencies to follow if they chose to participate. The survey asked 13 questions, and 33 of the 91 agencies contacted—36 percent—responded to the survey.

The Results

The results show that 97 percent of the agencies have a formal training program for new officers—all but one agency—and that 67 percent of them utilize the traditional model. The average age of officers within the responding agencies is between 26 and 39 years old, encompassing the ages of generation X and generation Y employees. An overwhelming number of responding agencies, 94 percent and 85 percent, respectively, practice community- and problem-oriented policing. These types of policing are best suited for generation X and generation Y employees, yet 45 percent of the responding agencies lose officers within three years of their being hired, with 58 percent of those officers leaving for a position with

Tips for Training with a Firearms Simulator

By Shannon W. Lightsey, Special Agent (Retired), U.S. Army Criminal Investigation Command; and Former Federal Air Marshal

Today there are a variety of companies producing simulators and competing for law enforcement and military business. These simulators, regardless of the manufacturer, provide the opportunity

for law enforcement and military personnel to have a scenario played before them, which requires them to gauge the level of force needed for resolution in the given scenario.

another agency. Seventy-three percent of the respondents stated the type of field training program their agency employs has an influence on officer retention, and 91 percent responded that law enforcement recruits perform best in scenario-based training. Further, 64 percent responded that their agencies would be willing to change the new-hire training program if another program was available.

Conclusion

Law enforcement has been using the traditional model for field training new officers since the early 1970s. This proven and court-tested law enforcement training method has been effective for decades, and only recently has an alternative program—the PTO Program—become available. Many law enforcement agencies are reluctant to change from a method that has been validated and has withstood courtroom challenges for employee retention and agency liability.¹ A new method for training newly hired officers, the PTO Program was introduced to law enforcement in 2001.² This method was radically different from the traditional model, and, although the Bureau of Justice Statistics reports that there are nearly 18,000 law enforcement agencies in the United States, only 400—2 percent—took part in the PTO field training program development and, as of 2007, only 58 agencies in the United States and Canada have begun using the PTO Program as the training method for newly hired officers.³

The survey presented insight into 91 agencies of differing sizes in dissimilar areas of the United States. This allowed for diverse responses and provided an accurate cross section view of current law enforcement hiring, field training, and retention issues. The responses gathered reflect a law enforcement philosophy throughout the nation that strongly reflects community- and problem-oriented policing.

Recommendation

The policing profession has changed dramatically in the last three decades with

the implementation of community- and problem-oriented policing. Therefore, law enforcement agencies should explore changing the training methodology for new officers. The PTO program is best suited to generation X and generation Y employees, which constitute the majority of law enforcement officers and those entering the law enforcement field. To retain younger officers, an agency must be prepared to address the specific learning styles of these generations. An agency adopting the PTO Program is tailoring its training to its workforce.

The Port St. Lucie, Florida, Police Department places the cost of hiring and training a new officer at an excess of \$100,000. The cost of retraining two instructors and the field training officers in an agency to incorporate the PTO Program of field training should not exceed that amount, as the training session for instructors is one 40-hour week training block, and the training of officers to be PTOs is one 40-hour training block. Therefore, if an agency is able to retain only one employee by implementing this program, the initial costs of implementation will be offset by the retention.

Law enforcement should not shy from new subjects and methodologies in the area of field training. Almost three-fourths of the responding agencies believe that the field training program utilized by an agency has a direct correlation to officer retention. If an agency embraces the philosophy of community- and problem-oriented policing, it should also embrace the PTO Program. ❖

Notes:

¹See, for example, *Herrera v. Valentine*, 653 F.2d 1220 (8th Cir. 1981); and *City of Oklahoma City v. Tuttle*, 471 U.S. 808 (1985).

²Steven Pitts, Ronald W. Glensor, and Kenneth J. Peak, “The Police Training Officer (PTO) Program: A Contemporary Approach to Postacademy Recruit Training,” *The Police Chief* 74 (August 2007): 114–121.

³Police Society for Problem Based Learning, “Featured Agencies List,” <http://www.pspbl.com/featuredAgencyList.php> (accessed September 29, 2010).

of Techniques



Each system presents a variety of film scenarios to learn from and practice officer reaction and decision making. The typical scenario action would be to draw the training laser weapon, acquire target picture, and decide if the deadly force option is appropriate. Whether the situation involves an active shooter in a school, a domestic disturbance call, or a terrorist threat, all of the simulators have the ability to create judgmental use of force situations. The systems offer a variety of amenities ranging from single-screen views to multiple-screen widened views; high- or low-definition resolution; laser-based shooting (with visible laser or infrared); and recoil kits and weapons for firing simulation effects. Scenario branches determine whether the suspect is injured, deceased, incapacitated from an electroshock weapon, or reacting to pepper spray. Some of the simulators offer shock vests, shoot-back cannon systems, and other options to train the officer to seek cover or to realize that a given reaction was too slow for the situation. The main differences between models center on what an agency is prepared for in pricing and what is desired in amenities with the system.

Some systems will provide an indefinite number of scenarios, while others provide a quantity of scenarios and the ability to learn how to film and make original scenarios. Regardless of how the scenario is developed, what is essential is consideration of how the officers work in the field, engage suspects, and react after engagement.

Real-World Implications

When developing scenarios, trainers need to consider the real-world consequence equivalents of an officer's actions in the simulator. For example, after using deadly force, an officer would ensure the scene is safe by securing the suspect's weapon; handcuffing the suspect; and radioing dispatch for an ambulance, a supervisor, and backup assistance. Trainers should work these actions into the training scenarios. Whether using a live training partner or a mannequin, officers

in simulators should follow up by securing a weapon, handcuffing the suspect, radioing dispatch, and searching the suspect for additional weapons or contraband. The officer's reaction in the scenario should remain as a first responder, which requires that the officer treat the injured utilizing the basic first aid principals until paramedics and the ambulance arrive.

The training can continue by having the officer write a use-of-force statement; the trainer should review and critique the statement based on the known scenario. When possible, involve the local prosecutor's office to offer feedback for improvement.

The simulators in use-of-force training are intended to evaluate an officer's judgmental and critical thinking skills; the total training scenario includes the additional tasks required for follow-up. When developing the scenario, the trainer needs to review the skills required by the state to be proficient in identifying and reacting to a threat, making use-of-force decisions, handcuffing techniques, radioing procedures, securing evidence and weapons, searching suspects, giving first aid for the injured, and writing reports. When the complete training program is utilized in conjunction with the simulator's shoot/don't shoot scenario, an automated tasking procedure is developed through repetition training. This automated tasking becomes an automated response in the field. The officer becomes automated regarding the scenario, whether real life or simulated, and training takes effect. This automated response helps to remove some initial shock from an incident and potentially keeps the officer in a defensive and proactive automated mode until backup or supervisors arrive.

Shooting Skills

Shooting skills are perishable skills. Many simulators offer a variety of shooting skill drills and qualification courses. The key to maintaining shooting skills is "trigger time" for the officer. Many agencies struggle to have 100 rounds of ammunition and a

year-round range for their officers to fire and practice. However, repetition is necessary to maintain this skill for qualification. By shooting every month on the simulator, officers can develop essential muscle memory for drawing and flash front sight picture.

Some departments create a competitive environment between the officers in a shooting skills competition, and some of the simulators do have a gaming component. Gaming can help in training because it will put the officer in a trigger-pull situation, practicing and developing muscle memory while enjoying training. Even during gaming sessions, a firearms instructor should be mentoring and training by observing the hand grips and sight alignment.

The firearms simulator is for critical decision making in use-of-force situations and in achieving trigger time. Simulators also allow practice qualifications prior to the live fire qualification session, ensuring the officer is ready to qualify. Marginal shooters can participate in simulator practice sessions to develop their skills for qualification before stepping on a firing range. Research studies are starting to show that the marksmanship skills developed with simulators directly reflect live fire shooting skills.¹ Departments should take advantage of this skill development opportunity. Simulation saves time and manpower. What would take three to four hours on the shooting range now can be accomplished in a 15- to 30-minute training session with the officer, achieving quality results. The message in using firearms simulators is to train to standard, not to time. ❖

Note:

¹L. Evans et al., *Shooting Straight 20 Years of Marksmanship Research* (U.S. Army Research Institute, 2000), 14; David R. Scribner et al., *A Comparison of Live and Simulated Fire Soldier Shooting Performance* (Aberdeen Proving Ground, Md.: Army Research Laboratory, 2007), 10; and Joseph D. Hagman, "Using the Engagement Skills Trainer to Predict Rifle Marksmanship Performance," *Military Psychology* 10, no.4 (December 1998): 215-224.

Nine-Week Army Program Provides Civilian Police Force Training

By David C. Reed, Chief, Law Enforcement Operations Branch, United States Military Police School, Fort Leonard Wood, Missouri

The United States Army Civilian Police Academy, currently located at Fort Leonard Wood, Missouri, conducts state-of-the-art police skills training for U.S. Army and Department of Defense (DOD) civilian police officers assigned to law enforcement duties at army installations throughout the United States.



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A residential, nine-week program of instruction provides the initial entry-level army civilian police course training for U.S. law enforcement and security forces. Currently the course consists of 400 academic hours of instruction, equaling more than 1,700 hours of instructor contact, including practical exercises and lab work.

The program is validated and accredited by the Training and Doctrine Command of the U.S. Army and the Federal Law Enforcement Training Accreditation.

The academy training development project was implemented after the attacks of 9/11. The DOD decided that in order to have safe and secure installations in the United States, it is necessary to hire, train, and equip a civilian police force. This force needed to be trained on specific curricula and standards.

The current academy trains students from the U.S. Army and the Defense Logistics Agency organizations at any of the eight annual nine-week classes. Other DOD and government entities that employ civilian

police have expressed interest in participating in this program.

A typical police course attendee is a U.S. Army employee who must attend and successfully complete this vigorous nine weeks of instruction to continue employment with the army. Students are arranged in configurations, as is true with any police academy, in which the students live, eat, and train. Normal class size is 30–45 students and at any given time, two courses are running concurrently. A total of 360 new army civilian police officers can be trained each year at the Fort Leonard Wood Academy.

Civilian Officers as Deterrents

A testament to the rigors and value of these police officers is the results of the November 2009 shooting at Fort Hood, Texas, where two U.S. Army civilian police officers were instrumental in stopping further carnage by disabling the shooter. There have been numerous events across the U.S. Army and the DOD since then that testify to the criticality of having a professionally trained and alert civilian police and guard presence to act as deterrents. These police



officers must be able to pass a physical screening and a physical fitness test prior to employment and during the conduct of the course. It is hands-on, get-in-your-face, detail-driven training, which produces well-trained, mission-ready officers.

Since 2007, the course has produced police officers found at army facilities across the United States. Their duties go beyond that of a regular civilian police officer. These are the U.S. Army's military police force multipliers and first responders to acts of crime and terrorism. Most importantly, these officers allow the military police corps to be available for the mission they were trained to do: protect and support deployed forces in combat arenas. ♦

Educational Programs for Fusion Center Directors

By Brian Seals, Public Affairs Writer, Center for Homeland Defense Security

To mature and strengthen the management capabilities of fusion center leaders through academic homeland security coursework, the Naval Postgraduate School Center for Homeland Defense and Security (CHDS) provides an executive-level educational program for fusion center directors.

About 20 intelligence professionals across all levels of government participate in each session, each of which addresses the critical questions facing state and major urban area fusion center leaders and their roles in homeland security.

The CHDS offers a master's degree for homeland security. The Fusion Centers Leaders Program (FCLP) is a nondegree program offered at CHDS. Students receive a professional certificate of completion for FCLP. The program, sponsored by the U.S. Department of Homeland Security (DHS), was developed based on input from interagency partners, including the Office of the Director of National Intelligence (ODNI), the Federal Bureau of Investigation, the Department of Justice, and state and local partners through the Criminal Intelligence Coordinating Council and National Fusion Center Association.

DHS, in coordination with its interagency partners, supported the development of the program to enhance the management capabilities across the national network of fusion centers and enable best practices in information sharing and leadership to be shared

among the fusion center directors. The program represents ongoing DHS initiatives to support achieving the baseline capabilities for state and major urban area fusion centers. By achieving this baseline level of capability, a fusion center will have the necessary structures, processes, and tools in place to support the gathering, processing, analysis, and dissemination of terrorism, homeland security, and law enforcement information.

The sessions highlight fusion center critical operational capabilities, including the ability to

1. receive classified and unclassified information from federal partners;
2. assess local implications of threat information through the use of a formal risk assessment process;
3. disseminate threat information to other state, local, tribal, territorial, and private sector entities within their jurisdictions; and
4. gather locally generated information, aggregate it, analyze it, and share it with federal partners.

Throughout the program, participants have the opportunity to discuss, debate, and engage in dialogue about these pivotal issues as well as other fusion center management challenges. Recognizing that fusion centers are owned and operated by state and local partners, the program also focuses on building standard capability and enhancing management capacities

to enable fusion centers to operate at an enhanced level of capacity. The program is not a standard training course, but rather an executive-level educational program that presents learning objectives pertaining to intelligence, fusion centers, and operating a complex organization.

"Since 9/11," said John Miller, ODNI Assistant Deputy Director of National Intelligence for Analytic Transformation and Technology, "the threat has shifted from one driven by al-Qaida to a more decentralized movement that capitalizes on globalization and the Internet to lure recruits from U.S. soil to commit violent acts." He pointed to the foiled Times Square bombing in May 2010 and to a plot to build bombs hatched in the suburbs of Denver, Colorado, last fall among examples of where planning was conducted far from big-city targets. He added,

These kinds of domestically executed attacks heighten the importance of the work fusion centers do. We have been very effective in terms of our strategy in crushing the organizational structure of al-Qaida and in keeping its leadership on the run. The unintended consequence of that is the use of modern communications to generate mass appeals, which may result in only a few people coming forward who embrace the terrorist ideology, but a few people are all it

Continued on page 70



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Chief executive officers of industrial or commercial security police agencies and private police or detective agencies.

Employees of companies providing services to law enforcement agencies.

Associate members enjoy the same privileges as active members except those of holding office and voting.

Training and Tools to Serve the Line Officer

By David Cid, Executive Director, Memorial Institute for the Prevention of Terrorism, Oklahoma City, Oklahoma

The Memorial Institute for the Prevention of Terrorism's (MIPT) Information Collection on Patrol (InCOP) improves the information collection skills of the most important collector in a police department: the line officer. Through the Hypervigilance on Patrol process, a unique and powerful way of scanning the patrol environment, MIPT gives officers the tools they need to become exceptional collectors and to be dominant in their

area of thought, influence, and action. By using a two-minute interview technique, law enforcement officers can turn every interaction into a collection opportunity.

The underlying assumptions of MIPT training follow:

1. The local intelligence base is the bedrock of the national intelligence architecture.
2. The uniformed officer is the first collector.
3. Training that improves information collection broadly "lifts all boats," with enhanced outcomes across all crime problems.
4. Training the entire cadre of uniformed officers creates a culture of information collection and sharing.
5. Training designed to address department-specific crimes problems has a greater impact upon behavior than generic training.

InCOP measures success by an increase in the quality and quantity of line officer reporting and a more holistic view of the jurisdiction that enhances the implementation of community policing.

InCOP workshops are delivered with minimal disruption to ongoing opera-

tions, with delivery models that include integration into a department's in-service training cycle and at roll call or other models suited to the department's training process. Further the workshops are customized to the agency using a comprehensive assessment guide and with the agency as a training partner.

To ensure trainers are conversant with the departmental culture, policies, and procedures, the MIPT Train-the-Trainer program recruits trusted, experienced alumni or qualified departmental staff who have the confidence of leadership, the respect of their peers, subject matter expertise, and a talent for training.

Included in this training is the role of the line officer in the Nationwide Suspicious Activity Reporting Initiative. MIPT is a Department of Homeland Security (DHS) and a Department of Justice-certified training partner. All costs of the training are absorbed by the MIPT. For information, call David Cid, executive director, at 405-278-6316, or e-mail at cid@mipt.org. MIPT is a DHS-funded nonprofit police training center. ❖

Continued from page 68

takes. When you look at the plots, the plotters, the planning, and even the building of the bombs in some cases, it hasn't happened in New York or Washington, D.C. It has happened in small towns outside of Denver; it has happened in small towns in Connecticut and rural parts of Illinois. Just because the biggest targets might not be in your area of operation, that doesn't mean the threat might not be lurking there, even if the target is somewhere else. ❖

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Defense Chiefs of Police Section

Promotes exchange of ideas and specific information and procedures for law enforcement organizations providing police and security services within military services and defense agencies. Open to individuals who are now or have been engaged in or responsible for providing law enforcement services within an IACP member nation's military services or defense establishment.

Drug Recognition Expert Section

Provides a unique opportunity for those professionals already associated with drug recognition to share common management, training, administrative and practicing concerns.

Indian Country Law Enforcement Section

Promotes the professional status of those engaged in providing police services to Indian Country.

International Managers of Police Academy and College Training Section

Facilitates the exchange of ideas, procedures, and specific information for the professional leadership and management of education and training within police agencies, as well as enhancing the quality of law enforcement and policing at the international level through education and training.

Law Enforcement Information Management Section

Facilitates the exchange of information among those individuals responsible for computers, records, communications or other support-service-related functions.

Police Foundations Section

Promotes networking and the exchange of ideas and best practices among police executives and police foundation professionals.

Legal Officers Section

Assists in the establishment of professional standards, assistance and cooperation among attorneys who provide legal advice or representation to law enforcement administrators.

Mid-Sized Cities Section

Dedicated to providing a voice within the IACP for chiefs of jurisdictions with a population between 50,000 and 500,000, as well as a forum for these leaders to share the unique challenges and opportunities in policing that emerge from departments of this size. The section is further committed to embracing and leveraging the special capacity and flexibility of these agencies to innovate and drive progressive change within our profession with the goal of better policing our communities.

Police Physicians Section

Facilitates the exchange of information among police medical practitioners, promotes effective police medical practices, and acts as a resource of professional expertise to the association.

Police Psychological Services Section

Develops professional standards, facilitates the exchange of information among police psychological service providers, and acts as a resource of professional expertise to the association.

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Promotes the exchange of information and training among officers who are responsible for planning and implementing effective public information programs.

Public Transit Police Section

Promotes meaningful relationships between police executives and cooperative efforts in the implementation of effective police matters and the achievement of an accepted professional status of the police service. Included in this section are gaming enforcement, public transportation, housing authority, airport police, seaport police and natural resources.

Railroad Police Section

Explores ways to improve the services of those responsible for ensuring the safety and security of people and goods traveling by rail.

Retired Chiefs of Police Section

Open to IACP members who at the time of their retirement were active members as prescribed in Article II, Section 2 of the IACP Constitution. For the purpose of this section, retirement shall be defined as the voluntary and honorable separation from a position in active and regular police duties because of age, physical disability, or retirement on pension from the agency of employment.

State and Provincial Police Academy Directors Section

Membership is open to individuals currently serving as directors of state and provincial law enforcement training facilities. The section meets annually to exchange information and disseminate proven ideas, plans, and methodologies among members and other organizations interested in enhancing law enforcement training.

State and Provincial Police Planning Officers Section

Open to sworn and civilian members of planning and research units of state and provincial law enforcement agencies, this section meets in the summer of each year to share information concerning trends and practices in law enforcement. The section maintains a database of current projects in progress, as well as a compendium of information on the status of state and provincial law enforcement agencies.

State and Provincial Police Retired Officers Section

Open to any member or previous member of the IACP who is, or was, affiliated with an agency belonging to the State and Provincial Police Division and who was of command (lieutenant or above) rank at the time of retirement.

University/College Police Section

Provides coordinated assistance in implementing effective university policing practices and achieving an accepted professional status.

Intelligent Policing: How the Colorado State Patrol Fights Crime and Boosts Public Safety

By Lieutenant Colonel M. Anthony Padilla, Commander, Regional One, Colorado State Patrol; and Chair, IACP Law Enforcement Stops and Safety Subcommittee

This column outlines a blueprint from the Colorado State Patrol (CSP) that led to the successful implementation of an impactful intelligence-led policing effort at a manageable cost. The CSP enjoyed substantial improvements to key traffic-safety and crime metrics with innovative integration of people, best practices in data management, and creative use of widely available software. The approach can be emulated by other agencies.

A Blueprint: CSP's Approach to Crime and Traffic Safety

For the last 10 years, the CSP has been working hard to emphasize the integration of people, strategic planning methods, data collection, and analysis with the right technology platform to boost public safety results. The CSP strategic planning model requires that district, branch, and troop commanders report activity on a quarterly basis. It also identifies targeted roads (safety zones) where enforcement and visibility efforts are given special emphasis. Each business unit at the CSP prepares a strategic action plan to achieve a "6-4-2" strategy, explained as follows:

- Reduce the number of fatal and injury crashes on targeted roadways investigated by the CSP by at least **6 percent**.
- Reduce the number of driving under the influence-related fatal and injury crashes on targeted roadways investigated by the CSP by at least **4 percent**.
- Reduce the number of fatal and injury crashes investigated by the CSP by at least **2 percent**.

A strategic planning process where information sharing, accountability, and focus are made possible drives the level of success and results that the CSP has experienced over the past 10 years.

The Data Management Side of the Story

The CSP information technology (IT) unit, regularly tasked with providing data reports for business units of the patrol, recognized the

challenges most acutely. The IT unit conducted an inventory of databases that were in use and identified numerous uncoordinated silos (that is, teams, databases, and various legacy systems) that had developed over many years. Beginning with an enterprise architecture approach and methodology, the IT unit began searching for a solution that would fit the needs of the patrol.

The requirements for a technology solution included the following:

- 24/7 connectivity to meet the geographic challenges of the state of Colorado;
- a solution that would integrate multiple technology silos into a single system;
- ideally, a solution that would use existing software licenses;
- support for existing business processes versus retrofitting processes to meet the new technology platform requirements;
- a system with ease of learning for training a large workforce;
- integration with computer-aided dispatch (CAD);
- conformance with National Information Exchange Model and other standards; and
- ability to operate the same in the car (mobile) and at the workstation (in the office).

Seamless transition to the new system was expected, and all of this is dependent on real-time data.

The Alternatives Considered, and the Clear Winner

Alternatives considered included building a custom solution from the ground up; upgrading the existing records management system; and buying a few select point solutions for specific areas, such as crash reporting. The alternatives were deemed too complex, too costly, or too inadequate for the long term.

The CSP IT unit recommended Microsoft SharePoint, a collaboration, file-sharing, and web-publishing platform, to best meet the various data and business challenges of the patrol over the long term. The software product was known to be a powerful and ever-present solution, and the patrol already had experience and licenses with the manufacturer.

The product has uniquely attractive functionality, such as

- collaboration capabilities for internal and external stakeholders;

- portal capabilities, enabling the patrol to communicate among regions, districts, and troops, and to share information with external business partners;
- enterprise search capabilities to locate data across multiple systems (even old databases);

Managing by the Numbers

The CSP created a business intelligence unit to work side by side with the IT staff on the software product. The business intelligence unit received training from Adventus as "super users" of the system, where they learned to build electronic forms, create and customize reports, extend portals, and manage the security rights of users, thus allowing IT staff to focus on IT projects and priorities. The software product SharePoint made it possible to create dynamic management dashboards, which provide members with real-time activity as data are entered into the program by end users. The process eliminated duplication of effort because local staff no longer needed to enter the data into a records management system.

Challenges on the Horizon

As CSP users become more familiar with the software product's capabilities, the potential for greater gains comes into view more vividly. CSP leadership learned that there must be an emphasis on governance as the wish list from patrol members grows as the program's development evolves. The business intelligence unit, with strong commitment from the chief of police and CSP leadership, is available to ensure proper governance. The IT unit, with an enterprise-wide view of the technology, provides change management control and enterprise architecture guidance.

Colorado State Police Crash Report

		9/11/09-10/11/09			1/1/10-1/31/10			Net Change			Percent Change		
Show/Hide # Persons		Crashes	Killed	Injured	Crashes	Killed	Injured	Crashes	Killed	Injured	Crashes	Killed	Injured
Show/Hide DUI/DUID Details													
State: Colorado	Grand Total	2459	41	550	2200	16	319	-259	-25	-231	-10.53%	-60.98%	-42.00%
Total	Total	41	41	27	14	16	13	-27	-25	-14	-65.85%	-60.98%	-51.85%
	DUI/DUID	11	11	8	2	2	0	-9	-9	-8	-81.82%	-81.82%	-100.00%
	Non DUI/DUID	30	30	19	12	14	13	-18	-16	-6	-60.00%	-53.33%	-31.58%
Injury	Total	373	0	523	235	0	306	-138	0	-217	-37.00%	0.00%	-41.49%
	DUI/DUID	49	0	62	41	0	59	-8	0	-3	-16.33%	0.00%	-4.84%
	Non DUI/DUID	324	0	461	194	0	247	-130	0	-214	-40.12%	0.00%	-46.42%
Property	Total	2045	0	0	1951	0	0	-94	0	0	-4.60%	0.00%	0.00%
	DUI/DUID	107	0	0	101	0	0	-6	0	0	-5.61%	0.00%	0.00%
	Non DUI/DUID	1938	0	0	1850	0	0	-88	0	0	-4.54%	0.00%	0.00%

		9/11/09-10/11/09			1/1/10-1/31/10			Net Change			Percent Change		
Show/Hide # Persons		Crashes	Killed	Injured	Crashes	Killed	Injured	Crashes	Killed	Injured	Crashes	Killed	Injured
Show/Hide DUI/DUID Details													
State: Colorado	Grand Total	2459	41	550	2200	16	319	-259	-25	-231	-10.53%	-60.98%	-42.00%
Fatal	Total	41	41	27	14	16	13	-27	-25	-14	-65.85%	-60.98%	-51.85%
	No Seatbelt	4	0	7	4	0	4	0	0	-3	0.00%	0.00%	-42.86%
Injury	Total	373	0	523	235	0	306	-138	0	-217	-37.00%	0.00%	-41.49%
	No Seatbelt	89	0	119	61	0	78	-28	0	-41	-31.46%	0.00%	-34.45%
Property	Total	2045	0	0	1951	0	0	-94	0	0	-4.60%	0.00%	0.00%
	No Seatbelt	35	0	0	23	0	0	-12	0	0	-34.29%	0.00%	0.00%

- content management, providing robust document and records management capabilities;
- business processes automation with strong workflow capabilities and controlled secure access for electronic forms; and
- business intelligence, enabling real-time access to dashboards that provide trend analysis and other statistical analysis methodologies.

The software product is complementary to the existing CSP mobile computer infrastructure, where laptops equipped with wireless capabilities and a robust virtual private network (VPN) allow for secure communication. Troopers are able to complete automated forms, including traffic stops and pursuits, to help improve trooper safety and the efficiency and productivity of all personnel. Moreover, CSP already owned the software product, and users were familiar with related Microsoft products and interfaces, thereby lessening the learning curve. The solution would replace the CSP legacy records management system and a number of other technology silos. Adventos LLC, a technical consulting firm with a dual focus on technology and people enablement and a robust track record with helping law enforcement, was chosen to assist with implementing, training, and mentoring the CSP IT staff and the business intelligence unit.

Seamless Transition

Many of the CSP forms were paper and manually completed by troopers across the state every day. New, automated forms were designed to maximize the functional benefits of automation yet still look like

the old paper forms with which users were familiar and comfortable. The CSP executive command staff carefully designed the rollout plan, sequencing new form releases according to operational priorities to maximize end user uptake. Most of the paper forms were previously entered into a cum-

bersome decision support system, where reports were generic and analysis required substantial manipulation. The new software product allows real-time data collection, sharing, and review and the potential to share data across the state with other partner agencies. ♦

Compelling Results

Colorado has had a great track record in reducing injury and fatal crash rates. This success equates to lives being saved. The members of the CSP and its leadership understand the core mission of the organization and are dedicated to making Colorado safer every day. Officers are driving down fatalities and crime through these efforts. Over the past 10 years, the CSP has reduced fatal crashes by 22.4 percent while the population of the state and the number of registered vehicles has increased.

A successful implementation of a data-driven approach to crime and traffic safety, fortified by the new software product, has been transformative for the CSP. At the most critical level, real-time data analysis is now possible. This is done on demand and without IT involvement. The software platform is extensible and flexible and continues to yield benefits and opportunities for the CSP.

Also, aside from metrics, agencies implementing a similar approach are likely to see softer benefits such as the following:

One-stop shopping. The software solution has allowed the CSP to mine data from CAD and other CSP databases utilizing a single platform.

Morale and retention benefits. Technology plays an increasing role in attracting and retaining personnel—especially generation Y, whose members have grown accustomed to technology in their daily lives and who expect a similar technological experience in the law enforcement profession.

A direct impact to IT budgets. The absence of annual maintenance contracts for software silos results in direct savings.

The CSP expects to continue to have success in driving down the injury and fatal crash rates within the state. The CSP is also committed to share this information with other law enforcement stakeholders and the community. The agency now has a flexible platform to better use data, technology, and resources in intelligence-led policing efforts. The CSP commitment, dedication, and passion toward traffic safety will make possible its long-term strategic goal of eliminating most fatal crashes by the year 2025.

The American Public Overwhelmingly Responds to DEA Prescription Drug Take-Back Effort

The United States Drug Enforcement Administration (DEA) announced the overwhelmingly successful results of the first national prescription drug take-back initiative. The U.S. public turned in more than 242,000 pounds of prescription drugs for safe and proper disposal. More than 4,000 take-back sites were available in all 50 states.

"The Take-Back Campaign was a stunning nationwide success that cleaned out more than 121 tons of pills from America's medicine cabinets, in a crucial step toward reducing the epidemic of prescription drug abuse that is plaguing this nation," DEA Acting Administrator Michele M. Leonhart said in a statement in October. "Thanks to our state and local law enforcement and community partners—and the public—we not only removed these dangerous drugs from our homes, but also educated countless thousands of concerned citizens about the dangers of drug abuse."

Congress cleared legislation for President Obama that will allow the DEA to create a framework for a permanent solution for prescription drug disposal. Currently, there are no legal means to transfer possession of certain prescription drugs for disposal. Until permanent regulations are in place, however, the DEA will continue to hold one-day take-back programs.

"I applaud Congress for recognizing the magnitude of this threat to public health and safety and for passing the Secure and Responsible Drug Disposal Act of 2010, which will provide Americans with safe, environmentally sound ways to dispose of unused or expired prescription drugs," said Leonhart.

The Office of National Drug Control Policy Director R. Gil Kerlikowske agreed. "I commend the DEA under Acting Administrator Leonhart's leadership for its efforts in coordinating this important nationwide prescription drug take-back effort," he said. "More than 70 percent of people who abuse prescription drugs get them from friends or family – often from the home medicine cabinet. Expanding take-back efforts nationwide is a key strategy in preventing

prescription drug diversion and abuse, while safeguarding the environment."

"The International Association of Chiefs (IACP) of Police is proud of the success of this very important initiative and the level of participation from so many law enforcement agencies around the country," said IACP Immediate Past President Michael Carroll. "The IACP fully supports this take-back effort because expired, unused, or unwanted controlled substances in the home represent a potential source of supply for the increasing abuse of pharmaceutical drugs in the United States and pose an unacceptable risk to public health and safety."

The DEA and other law enforcement working at disposal sites around the country reported huge turnouts of people ridding their medicine cabinets of unused or unwanted drugs. For example, in Troy, Missouri, a man literally brought his kitchen drawer full of medication to the collection site to empty. At another site in Jacksonville, Illinois, a woman brought in nearly 50 years' worth of medicines for disposal.

This initiative addresses a vital public safety and public health issue. More than 7 million U.S. citizens abuse prescription drugs, according to the 2009 Substance Abuse and Mental Health Services Administration's National Survey on Drug Use and Health. And every day, on average, 2,500 teens use them to get high for the first time, according to the Partnership for a Drug-Free America. Studies show that a majority of abused prescription drugs are obtained from family and friends, including from the home medicine cabinet.

Besides the DEA, other participants in this initiative include the Partnership for a Drug-Free America; the International Association of Chiefs of Police; the National Association of Attorneys General; the National Association of Boards of Pharmacy; the Federation of State Medical Boards; and the National District Attorneys Association.

Leading by Legacy Program

From July 24 to July 26, the IACP's Leading by Legacy Program held its first leadership and management training for rural law enforcement

agencies in Salt Lake City, Utah. Thirty law enforcement officials representing twenty-three states from across the country participated in the two-and-a-half-day training. Throughout the event, trainers focused on the importance of developing a legacy in three major areas: the individual, the organization, and the community.

To begin the event, trainers emphasized core values as the foundation for a legacy and facilitated an exercise whereby participants created a legacy statement that reaffirmed their commitment to integrity, compassion, and professionalism. Trainers then guided participants through principles of leadership and decision making; ideas for developing leadership within their organizations; and needs identification for their communities through survey assessments. The training featured interactive role plays, small group discussions, and action planning to assist each participant to lead today based on the legacy they want to leave tomorrow. One participant remarked after attending the training, "It has opened my eyes to what I have to do to be a better leader and supervisor."

The Leading by Legacy Program will hold a series of no-cost trainings throughout 2011 and is currently accepting applications. Applicants must be executives, command staff, or first-line supervisors from rural jurisdictions to be eligible for consideration. In addition, the program also offers the following no-cost resources:

- On-site Technical Assistance
- Webinars
- Resource Toolkit CD-ROM

Information on upcoming events, eligibility requirements, and how to access these free resources can be found on the Leading by Legacy web page at <http://www.theiacp.org/leadingbylegacy>.

National Law Enforcement Policy Center

In 1987, the IACP entered into a cooperative agreement with the U.S. Department of Justice, Bureau of Justice Assistance to establish a National Law Enforcement Policy Center. The center's objective was to assist law enforcement agencies across the country in the critical and difficult task of developing and refining law

enforcement policy. To date, more than 120 policies have been released. The latest policy topics are the following:

- Arrests update;
- Eyewitness Identification update (formerly Showups, Lineups, and Photographic Identifications);
- License Plate Readers;
- Off-Duty Arrests update;
- Temporary Light Duty update;
- Social Media; and
- Missing Persons with Alzheimer's Disease.

Organized under the direction of a broad-based advisory board of recognized law enforcement professionals, the center has carried out its mission through the development of a wide variety of model law enforcement policies. Each model incorporates the research findings, the input of leading subject

experts, and the professional judgment of advisory board members who have combined this information with their extensive practical field and management experience. The end product is some of the best contemporary thinking in the field.

The policies addressed by the center are selected because they represent some of the most difficult issues facing law enforcement administrators. The policy center continues to develop models in other priority areas.

To receive model policies as they are published, readers are encouraged to join the center as a subscribing member. The subscription to the policy is sent electronically and provides each agency with policies in Microsoft Word documents and as PDFs. To subscribe, e-mail policycenter@theiacp.org or call 1-800-THE-IACP, extension 319. ❖

President's Message—continued from page 6

The second but equally time-sensitive priority is our continued capability to conduct court-authorized electronic intercepts and surveillance. Communications technology has overtaken both law enforcement technical capabilities and the laws governing their use. If this situation is not addressed immediately, law enforcement faces the very real prospect of "going dark" and being unable to conduct effective electronic surveillance. The IACP, along with partners at the local, tribal, state, and federal levels, has been working over the past 18 months to address this issue, and we are moving toward a solution.

I will continue to support IACP's officer safety initiatives. This year has been a violent one for police officers in the United States and around the world. It is imperative that we continually evaluate and develop techniques that will protect our officers when they are confronted by someone who will not hesitate to injure or kill them. We owe this to those who put their lives on the line every day for the freedoms we cherish.

Throughout my tenure on the IACP Board of Officers, I have had the honor and the privilege of meeting with hundreds of IACP members around the world. Almost without exception, these members were interested in finding ways that they could become more engaged with the IACP and the services we provide. To these members, I promised that the association would continually seek out and utilize new outreach and communications tools. To that end, I am pleased that the IACP has enhanced its presence through our new and improved website at <http://www.theiacp.org>; our Facebook fan page at <http://www.facebook.com/TheIACPPage>; our Twitter account at <http://twitter.com/IACPOfficial>; and other social media outlets. In addition, the IACP just launched the IACP Center for Social Media to give our members the information they need on how to use these new communication tools to better serve their own constituencies.

But more must be done. Our enhanced outreach capabilities need to extend to one of the most significant responsibilities of our members and their engagement with this association: the ability to vote for the leadership. Currently, the IACP election rules require attendance at the annual conference to vote. With budgets being slashed and the always present scheduling issues that confront our members, we should evaluate and consider alternatives for our members to participate in the democratic traditions that this association holds dear. The time has come to look at new technologies that exist to address this issue. To that end, I will task a committee to review our current election practices and evaluate potential changes to our voting process. Above all, any change contemplated must adhere to the principals of fairness and equity to all of our members. Increasing our members' participation in the selection of leadership is a core principle of the democratic foundation of our organization.

These are exciting yet challenging times. But no society can flourish unless it provides its citizens with a fundamental level of safety and security. The constant specter of terrorism, the need to secure our homelands, and the challenge of immigration policies are but a few of those issues we are facing.

But meeting these challenges requires more than talk; it requires your active participation. The IACP is only as strong as your commitment to participate in the work ahead. I invite and challenge all of our members to engage themselves in finding solutions to our shared priorities. Contact me through the IACP Facebook page, send me an e-mail, and let me know what and where we must go and how you are willing to help. Working together, we can overcome any challenge.

Thank you for allowing me the privilege of leading our association. Together, we will continue to provide the message of reason, responsibility, and clarity of purpose that has always been the hallmark of the IACP. ❖



Line of Duty Deaths

"They will be remembered—not for the way they died, but for how they lived."

The IACP wishes to acknowledge the following officers, who made the ultimate sacrifice for their communities and the people they served. We extend our prayers and deepest sympathies to their families, friends, and colleagues.

Deputy Sheriff Richard Daniels
Twiggs County, Ga., Sheriff's Office
Date of Death: June 22, 2010

Officer Glen Victor Agee
Jackson, Miss., Police Department
Date of Death: August 6, 2010

Officer Leonard Allen Reed
Cedar Park, Texas, Police Department
Date of Death: August 18, 2010
Length of Service: 4 years

Chief of Police Paul Jeffrey Fricke
Hawk Point, Mo., Sheriff's Department
Date of Death: August 27, 2010
Length of Service: 5 years

Corporal Anthony "Tony" Michael Wallace
Hoonah, Alaska, Police Department
Date of Death: August 28, 2010

Officer Matthew Dean Tokuoka
Hoonah, Alaska, Police Department
Date of Death: August 28, 2010

Agent Michael V. Gallagher
U.S. Customs and Border Protection,
Tucson, Ariz.
Date of Death: September 2, 2010
Length of Service: 2 years

Trooper Kenneth Ray Hall
Connecticut State Police, Middleton, Conn.
Date of Death: September 2, 2010
Length of Service: 22 years, 5 months

Officer Dan D. De Kraai
St. Joseph, Mo., Police Department
Date of Death: September 15, 2010
Length of Service: 4 years

Deputy Sheriff Mark Allen Longway
Hillsborough County, Fla., Sheriff's Office
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Length of Service: 6 years

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Crash Deaths Reach Fifty-Year Low: Where Do We Go From Here?

By Richard J. Ashton, Chief of Police (Retired), Frederick, Maryland; and Grant/Technical Management Manager, IACP

The population of the United States was 102 percent larger in 2009 than it was in 1950,¹ but motor vehicle fatalities, amazingly, were only 1.9 percent higher in 2009 than they were 50 years earlier. Traffic crashes caused 3,615 fewer deaths in 2009 than they did in 2008, and five states recorded more than 200 fewer traffic deaths in 2009 than in 2008: Florida (422); Texas (405); California (353); Pennsylvania (212); and Georgia (211). Last year's fatality rate per 100 million vehicle miles traveled (VMT) reached a historic low of 1.13, even though VMT increased slightly in 2009 over 2008.²

Across-the-board reductions in motor vehicle fatalities were achieved in 2009, including the following:

- Deaths involving large trucks constituted the largest decline in fatalities between 2008 and 2009 (26 percent). Significantly, 600 of the 865 lives spared in this category were in vehicles other than large trucks.
- For the first time in a dozen years, motorcycle fatalities actually dropped. The 16 percent reduction in 2009 in comparison to 2008 marks the second largest decline, and almost one-quarter of the 3,615 lives saved in 2009 over 2008 were motorcyclists.
- Impaired driving fatalities—those in which the drivers or motorcycle riders who were killed had blood alcohol concentrations (BACs) of .08 grams per deciliter (g/dL) or greater—declined 7.4 percent from 11,711 in 2008 to 10,839 in 2009. Impressively, Florida recorded more than 100 fewer alcohol-impaired driving deaths in 2009 than in 2008, while 32 other states and Puerto Rico also saw declines in these fatalities.
- Even though 1,503 fewer unrestrained passenger vehicle occupants died in 2009 than in 2008, 53 percent of those killed last year were not restrained.
- Deaths in urban crashes declined 12 percent; those in rural areas declined 8.2 percent.
- Roadway departure crashes claimed 1,791 fewer lives in 2009 than they did in 2008, while almost 10 percent fewer persons were killed in intersection collisions.

The obvious challenge that law enforcement now faces is whether or not these reductions

can be sustained in future years. During a September 9, 2010, press conference, U.S. Secretary of Transportation Ray LaHood may have provided police officers with a clue in this regard. He suggested that a decrease in discretionary trips during these trying economic times may have contributed to the reduction in traffic deaths because they tend to be less safe than planned trips, such as those to and from work. Acting on the secretary's lead, police agencies can employ reasonable strategies to positively impact traffic deaths; several of them are discussed below:

- As encouraging as last year's 7.4 percent decline in alcohol-impaired driving fatalities was, approximately 32 percent of traffic deaths in 2009 nevertheless involved drivers or motorcycle riders with BACs of .08 g/dL or higher. While 872 lives were spared by last year's reduction, 10,839 human beings—our relatives, friends, neighbors, and coworkers—still died in alcohol-impaired driving fatalities. The National Highway Traffic Safety Administration has suggested employing sobriety checkpoints between 6:00 p.m. and 9:00 p.m. to leverage their deterrent value, coupled with saturation or roving patrols between 9:00 p.m. and 3:00 a.m., when approximately half of all alcohol-impaired fatalities occur.³ This consistent combination of preventive sobriety checkpoints and high-visibility enforcement efforts at those times and locations when they will achieve the greatest success could continue to decrease these deaths. Agencies can even take this line of attack one step further in this era of diminishing budgets and increased demands for greater effectiveness by adopting the Data-Driven Approaches to Crime and Traffic Safety (DDACTS) model of simultaneously addressing criminal acts and traffic crashes,⁴ thereby preventing two of law enforcement's *raisons d'être*.
- Of the passenger vehicle occupants killed in 2009 between 6:00 p.m. and 5:59 a.m., 62 percent were unrestrained. This problem is ripe for nighttime seat belt enforcement, which can identify other criminal acts and traffic violations.
- Although motorcycle fatalities fell in 2009 after rising for 11 straight years, more than two out of every five motorcycle riders killed in 2007 and 2008 were not wearing helmets at the time of their crashes.⁵ This problem needs to be addressed, and the IACP has supported

all-rider motorcycle helmet legislation and enforcement.⁶

Law enforcement officers strive to assist those whom they have chosen to serve professionally. No act can be any more satisfying to a police officer than saving another's life, especially during this holiday season. Practicing the programs Click It or Ticket and Drunk Driving. Over the Limit. Under Arrest. during each and every tour of duty will continue to yield the beneficial results that law enforcement officers joined their agencies to achieve, therefore allowing us to enjoy more quality time with many more of our friends and associates. ♦

Notes:

¹See U.S. Census Bureau, Population Estimates Program, Population Division, *Historical National Population Estimates: July 1, 1900 to July 1, 1999* (Washington, D.C.: April 11, 2000, revised date: June 28, 2000), <http://www.census.gov/population/estimates/nation/popclockest.txt> (accessed October 5, 2010); and U.S. Census Bureau, Population Estimates Program, Population Division, *Annual Estimates of the Resident Population for the United States, Regions, States, and Puerto Rico: April 1, 2000 to July 1, 2009* (NST-EST2009-01) <http://www.census.gov/popest/states/NST-ann-est.html> (accessed October 5, 2010).

²NHTSA, "Highlights of 2009 Motor Vehicle Crashes," *Traffic Safety Facts: Research Note*, August 2010, DOT HS 811 363, <http://www-nrd.nhtsa.dot.gov/Pubs/811363.pdf> (accessed October 5, 2010).

³IACP Highway Safety Committee, "Midyear Meeting Minutes, June 4-7 2008," 3-4, <http://www.theiacp.org/LinkClick.aspx?fileticket=8%2BYT5rFhF3w%3D&tabid=411> (accessed October 5, 2010).

⁴For additional information, see James H. Burch and Michael N. Geraci, "Data-Driven Approaches to Crime and Traffic Safety," *The Police Chief* 76 (July 2009): 18-23, http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1839&issue_id=72009 (accessed October 4, 2010).

⁵NHTSA, "Motorcycles," *Traffic Safety Facts: 2008 Data*, DOT HS 811 159 (October 2009) <http://www-nrd.nhtsa.dot.gov/Pubs/811159.PDF> (accessed October 2, 2010).

⁶International Association of Chiefs of Police, *2007 Resolutions: Adopted at the 114th Annual Conference in New Orleans, Louisiana*, "Support of Motorcycle Safety Enforcement Initiative," 30, <http://www.iacp.org/resolution/2007Resolutions.pdf> and IACP, *2009 Resolutions: Adopted at the 116th Annual Conference in Denver, Colorado*, Motorcycle Safety Enforcement Initiative," 22, <http://www.iacp.org/resolution/2009Resolutions.pdf> (accessed October 2, 2010).



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