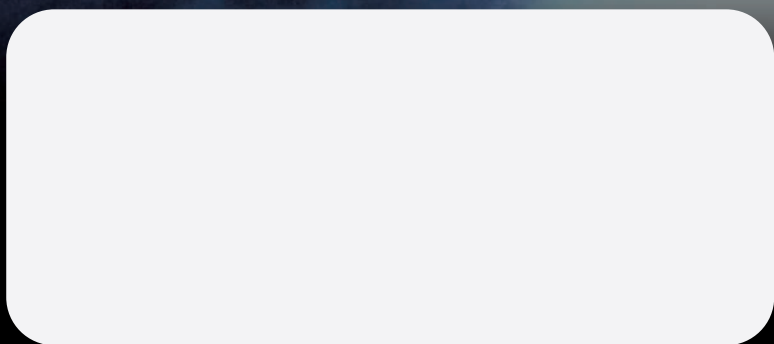


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JANUARY 2006



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Law enforcement leaders daily need to confront several issues as far ranging as planning for a possible outbreak of avian influenza and properly equipping the patrol vehicles. Considering that many of the baby-boomer chiefs will be retiring in the next few years, long-term succession planning needs to be accomplished within the pressing demands of each day. Inside, read about three strategies for preparing the next generation of chiefs.

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ARTICLES

14 The Pandemic Influenza Plan: Implications for Local Law Enforcement

By Lee Colwell

18 Leadership Tactic: Personal Strategic Planning for Professional Development

By Tracey G. Gove

22 Succession Planning: Mentoring Your Replacement

By Richard T. Ahlstrom

30 IACP Annual Awards

40 Practical Vehicle Equipment

By Richard J. Ashton

48 Shared Leadership: Can Empowerment Work in Police Organizations?

By Todd Wuesteward and Brigitte Steinheider

COLUMNS

6 President's Message: You Have Influence on Capitol Hill. Use It.

By Chief Mary Ann Viverette

8 Chief's Counsel: Force Continuums: Three Questions

By John G. Peters

10 Legislative Alert: House Passes Revised Patriot Act Reauthorization Bill; Senate Action Uncertain

By Jennifer Boyter

DEPARTMENTS

12 Advances & Applications

45 New Members

56 Index to Advertisers

57 Product Update

59 Highway Safety Initiatives

61 IACP News

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You Have Influence on Capitol Hill. Use It.

As police leaders, we occupy a unique place in our communities. Our citizens rely upon us to protect them, our officers rely upon our leadership, and our elected officials rely upon our public safety expertise. It is our duty to take all the necessary actions to ensure that our departments have both the resources and the capabilities necessary to protect the citizens we serve. This means that we must act not only to address immediate local needs unique to our departments but also take action on larger issues that affect our profession as a whole.

For example, over the last two years, funding levels for critical federal law enforcement assistance programs such as the Edward Byrne Justice Assistance Grant Program, the Community Oriented Policing Services Program, the State Homeland Security Grant Program, the Urban Area Security Initiative, and the Law Enforcement Terrorism Prevention Program have been reduced by more than \$2 billion, a cut of nearly 50 percent.

What is even more alarming is that the fiscal year 2007 budget scheduled to be released in February is likely to contain even deeper cuts in these vital law enforcement assistance programs.

These deep funding cuts have already begun to reduce the ability of many agencies to maintain critical anticrime and antiterrorism programs that have played a vital role in our ability to keep our communities safe from crime and violence. This is simply unacceptable.

Rest assured that in the coming months the IACP will continue doing all that it can to ensure that our elected officials understand the needs of the law enforcement community and how vital these resources are if we are to meet the challenges that face us. We will drive home the message that funding for our nation's law enforcement agencies is an issue that must be viewed as separate and apart from politics.

If we are to be truly successful in this effort, it is imperative that we all get involved. It is critically important that you contact your elected representatives and let them know what the loss of federal assistance funding will mean to your ability to police your community effectively.

There is no more effective public safety advocate than a police chief talking to his or her representative, since the chief possesses the expertise on law enforcement issues the representatives lack. We have the ability to serve as a resource for our political leaders, to let them know which proposals would help us and which would hinder our ability to fulfill our mission.

But your knowledge and experience can only be put to good use when your representatives know who you are. In order to be truly effective advocates for the law enforcement community, it is vital that you establish a relationship with your elected representatives. As police leaders, we are responsible for protecting public safety. Thus, it is our duty to ensure that the laws that are enacted are sensible and will allow our agencies to successfully overcome the challenges confronting us and to effectively protect the citizens and communities we serve.

I urge you to act today and contact your representatives. Visit with them when they are

back in your district. Call them, write them, send them an e-mail message, send them a fax, but make every effort to ensure that they are aware of your concerns and those of the law enforcement community. The IACP Legislative Agenda, which is available at the IACP Web site, www.theiacp.org, provides an overview of the issues confronting our profession. Use this document as a starting point with your representatives, but also take the opportunity to discuss your local needs and concerns. The important task is to establish a relationship with your representatives so that they and you can communicate frequently on the issues facing your community and your profession.

Another opportunity to establish this relationship is by joining with other IACP members on March 6 and 7 to participate in IACP's Day on the Hill. The Day on the Hill gives IACP members the opportunity to meet with their representatives and express their views on the needs of the law enforcement community and to advance the IACP's legislative agenda. This year's Day on the Hill is scheduled to coincide with the midyear meetings of the IACP Division of State Associations of Chiefs of Police and the IACP Legislative Committee. If you are interested in joining us in this important endeavor, please call the IACP legislative staff or visit the IACP Web site for more information.

Whether you can join us on March 6 and 7, it is imperative that you get involved. There is too much at stake for law enforcement executives to remain on the sidelines as our elected leaders consider legislation that could dramatically alter the way our agencies operate. If we do not speak up and make our voices heard, our agencies could be asked to undertake a mission for which we lack the proper resources and confronted by new laws and regulations that will hinder our to protect our communities.

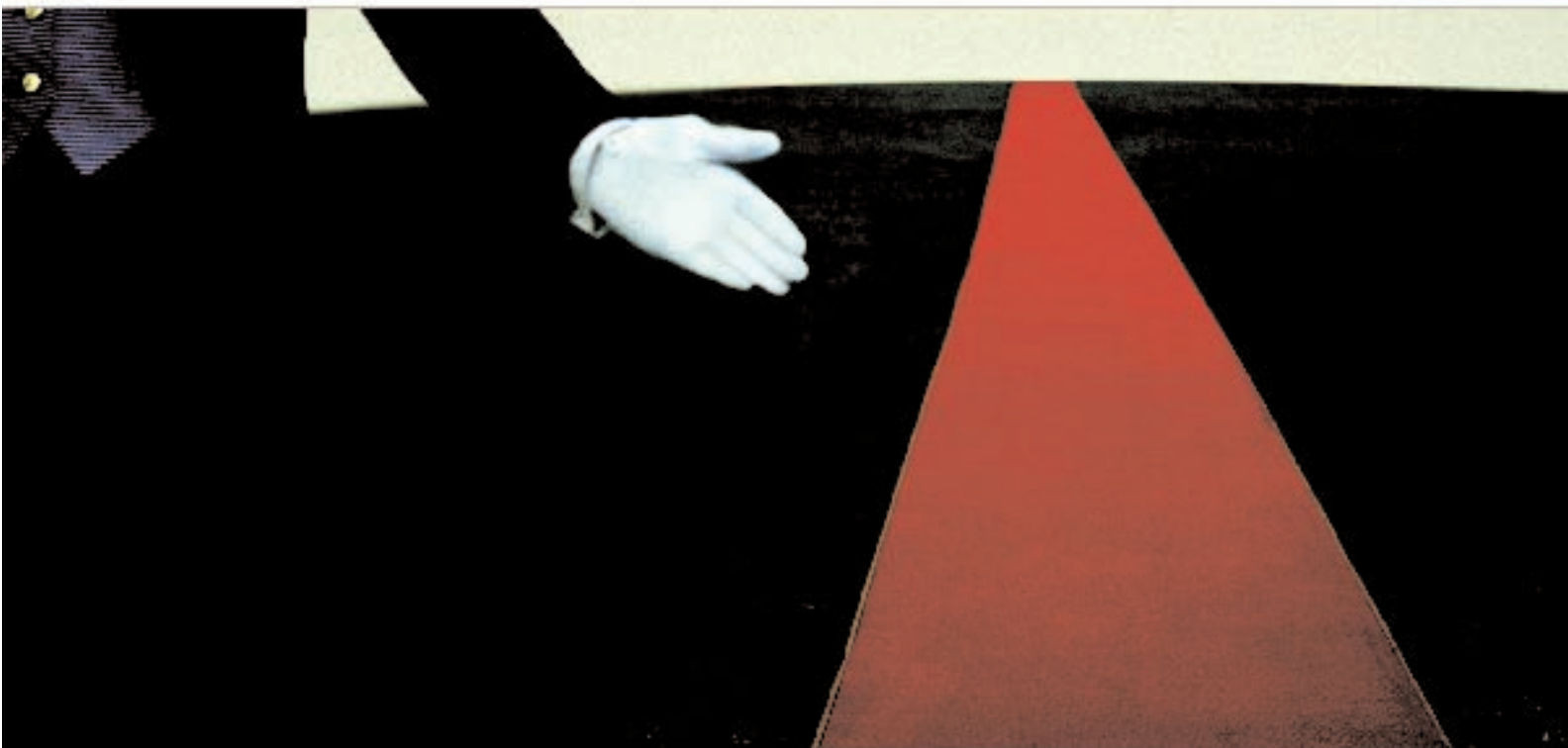
The entire law enforcement community, officers and executives alike, accepted new responsibilities and adapted to meet the new reality we all share. But we must do more. We must ensure that our elected leaders have the benefit of our wisdom and experience as they develop and debate public safety policy. ❖



*Chief Mary Ann Viverette
Gaithersburg, Maryland*



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Force Continuums: Three Questions

By John G. Peters Jr., Ph.D., John G. Peters Jr. & Associates, Las Vegas, Nevada, and Michael A. Brave, J.D., LAAW International Incorporated

Across the United States, police attorneys, police administrators, trainers, expert witnesses, and, in some cases, judges are asking hard questions about use-of-force continuums. Have force continuums outlived their usefulness? Should they be included in force policies? Do they inappropriately reduce officer discretion and increase liability exposure for the government entities, the administrators, and the officers who are often defendants in force litigation?

Have Force Continuums Outlived Their Usefulness?

Force continuums were reportedly first developed by trainers in the 1960s as a way to train officers in use of force. Since that time, some 50 continuums have been developed; many are complex, hard to understand, and ambiguous, while others are deceptively simple and straightforward. Some people argue that force continuums are still necessary, but others argue that continuums are as outdated as city call boxes.

Many police attorneys, administrators, trainers, and experts have argued persuasively that the original need for force continuums (guidance) has been reduced because the judicial system has now provided adequate guidance in force standards. The U.S. Supreme Court defined the Fourth Amendment's objective reasonableness force standard

in *Tennessee v. Garner* and in *Graham v. Connor*.¹ *Garner* gutted the common-law fleeing-felon rule, while *Graham* held that an officer's use of force, when seizing a free person, will be analyzed under the Fourth Amendment's objective reasonableness standard. Other constitutional standards may apply to the use of force against inmates of jails and prisons. Most police force continuums do not address the use of force against inmates.

Should Use-of-Force Policies Include Force Continuums?

Some say that including a force continuum in an agency's use-of-force policy is like mixing oil with water. "Fourth Amendment reasonableness does not require that an officer use the least intrusive means," says attorney Robert Thomas, who managed the *Graham v. Connor* case as it went to the U.S. Supreme Court. *Graham* holds that all claims of excessive force in making an arrest or stop will be analyzed under the Fourth Amendment and will be judged under its objective reasonableness standard. Since this is the federal constitutional legal standard that governs an officer's use of force, unless state law is more restrictive, this is the only standard that need appear in an agency's use-of-force policy regarding seizures of free people. Force continuums often give the perception that officers must use minimum force, but that is not the constitutional standard.

The actual law on the degree of allowable force is quite broad and very much in favor of officers. Legal standards, such as those articulated in *Graham*, take numerous factors into account that continuums do not. For example, many continuums depict only the relationship between the subject's current behavior

("actively resisting," for example) and the officer's force response. This is a self-defense-type force standard. In contrast, the law takes in and allows for much more.

"The Fourth Amendment addresses 'misuse of power,' not the accidental effects of otherwise lawful conduct."² Under the Fourth Amendment objective reasonableness standard, the appropriateness of an officer's decision to use force will be based upon the totality of circumstances as reasonably perceived by the officer in the moment the force was used. Totality of circumstances includes, but is not limited to, the resistance of the violator; the tense, uncertain, and rapidly evolving nature of the situation; and the violator's attempt to flee or evade seizure. Most force continuums are restrictive, in that they allow police to consider relatively few factors when determining the appropriateness of the officer's force.

When an excessive force or misconduct claim is made, what is the standard by which the officer will be judged? Clearly, it should be the constitutional legal standard and any more restrictive applicable state law standard. Nevertheless, some judges, juries, and police administrators erroneously substitute the continuum standard for the constitutional legal standard or commingle the two standards when analyzing a use-of-force event. When the continuum standard is used, critics of the police often have a field day, because even though an officer's use of force was legally permissible, the officer may have violated the often more restrictive continuum standard. Administratively, officers may face discipline when internal investigators apply the continuum force standard instead of the constitutional legal standard. Therefore, many attorneys, trainers, experts, administrators, and officers argue that the agency force policy (as applied

to seizures of free persons) should be no more restrictive than the constitutional standard articulated in *Graham*.

According to Captain Greg Meyer of the Los Angeles Police Academy, who coordinates the LAPD Use of Force Best Practices Work Group for Chief William J. Bratton, "Ours is not part of policy but rather has been used as a training aid. We are currently considering whether to do away with it, and teach to *Graham's* objective reasonableness standard." Attorney Thomas adds, "The continuum approach invites a ladder, stair-stepped ranking of officer force applications that is, for the most part, not based in law or logic." Many argue that the reaction of the officer does not follow a continuum but rather the ability and equipment available at the moment to respond reasonably. The issue, therefore, is in understanding the reaction of the officer to levels of resistance with consideration to what tools are available to the officer and the violator.

In short, those who advocate using only the constitutional legal standard in force policy argue that such policy needs to include only the language of the *Graham* standard: An officer's use of force on a free person shall be objectively reasonable based upon the totality of the circumstances known or perceived by him or her at the time force was used.

Do Force Continuums Increase Liability Exposure?

People who want to abolish any kind of measured response (which is what force continuums are designed to achieve) are sometimes looking for a way to cut their potential losses in litigation. Others argue that the abolition of continuums by police agencies is not going to change anything. Experts will still talk about continuums and there is no way to prevent it. Some see a disturbing tendency to look at use-of-force cases in black-and-white terms of whether or not the incident or harm could have been avoided or reduced. According to longtime police legal advisor and trainer Randy Means, "The federal constitutional standard does not require an inquiry into whether the force or incident could have been avoided or minimized if the officer had somehow done better or differently. It only requires that the officer's actions be reasonable under then-prevailing circumstances."

California police defense attorney Missy O'Linn says, "Escalation of force, whether you use words or a diagram of some sort, will be presented to a jury in a diagram type of form by one side or the other, and I like the opportunity to show the jury how the officer was taught." Recently, the California Commission on Peace Officer Standards and Training immersed itself in the continuum debate by questioning whether continuums should be a part of agency policy.

The U.S. Department of Justice has weighed in, too. Its Civil Rights Division urges agencies adopt a progressive force continuum and train all officers in it. Consent decrees and technical letters of assistance sometimes require agencies to do so. According to the Department of Justice, a force continuum should include all types of force used by an agency, including firearms, pepper spray, batons, and canines.

Of course, where agencies do not use continuums in the training of officers, force instructors would need to be trained in and have a good understanding of the legal limits of force so they can teach them. Many people see a compromise: first, remove the force continuum language from written force policies, replacing it with the applicable legal standards; second, use the force continuum only as a training aid to help officers understand force application; and, third, clearly document (and be prepared to explain to a judge and jury) that the continuum has limited usefulness and is merely a graphical demonstrative aid that does not create, or elevate, the applicable legal standards of care.


What's in your force policy? ♦

¹*Tennessee v. Garner*, 471 U.S. 1 (1985); *Graham v. Connor*, 490 U.S. 386 (1989).

²*Brower v. Inyo*, 489 U.S. 593, 596 (1989).



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Congress Passes Five-Week Extension of the Expiring Provisions of the Patriot Act

Jennifer Boyter,
IACP Legislative Analyst

On December 22, the last day of the first session of the 109th Congress, lawmakers approved a five-week extension of the 16 expiring provisions of the Patriot Act. This action ended a weeklong showdown between the House and Senate that began when the Senate blocked legislation (H.R. 3199) to make permanent 14 of the 16 expiring provisions of the 2001 antiterrorism law and extend the other two provisions for four years. The House, Senate Republican leaders, and President Bush all opposed a short-term extension, arguing that the Senate should instead pass the broad reauthorization of the legislation. However, with the provisions set to expire on December 31 and the impending holidays, lawmakers were forced to settle on the extension.

The Senate had initially approved a six-month extension of the bill, only to have the House respond with a five-week extension. The Senate then agreed to the shorter extension. Congress now has until February 3 to reach agreement on several provisions.

The short-term extension came after it became clear that Senate Majority Leader Bill Frist (R-Tennessee) did not have the votes to break a bipartisan filibuster of the bill. Sixty votes were needed to override the filibuster led by Sen. Russell Feingold (D-Wisconsin) and Sen. Larry Craig (R-Idaho) and end debate, which is known as “invoking cloture.” Cloture would have brought the legislation to a final vote, allowing the Senate to renew it by a simple majority. But the bill fell eight votes short, as four Republican Senators joined all but two Democrats to support the filibuster of the bill.

Opponents of the legislation argued that two of its provisions did not go far enough in protecting civil liberties, allowing the government too much latitude in conducting secret searches and in obtaining personal information, such as library and medical records and business transactions.

Unlike the Senate, the House easily approved the conference report on the legislation, which reflects an agreement between the House and Senate resolving the differences between the versions passed by each chamber. The report makes

permanent 14 of the 16 expiring provisions. These include provisions that allow law enforcement authorities to use wiretaps and other surveillance measures to investigate suspected acts of terrorism. It would also make permanent provisions that allow law enforcement and intelligence officers to share information in matters of national security; the extension of the time duration of wiretaps and search warrants from 90 to 120 days; and provisions that make it easier for authorities to issue pen-register and trap-and-trace orders, which can be used to track telephone calls and Internet communications.

In an attempt to assuage the concerns of the bill’s opponents, the members of the House-Senate conference committee revised the conference report to place new safeguards and shorter expiration dates on the act’s two most controversial provisions: authorization for roving wiretaps, which allow investigators to monitor multiple devices to keep a target from evading detection by switching phones or computers; and obtaining secret warrants for books, records, and other items from businesses, hospitals, and organizations such as libraries.

Specifically, the bill sets a 2009 expiration date for these two controversial provisions, which matches the four-year sunset from the Senate version of the bill. It also includes new safeguards on their use. For example, it requires that the requests for roving wiretaps include descriptions of specific targets in both the application and the court order, if the target’s identity is unknown. Such roving wiretaps would also require facts showing that the target’s actions might thwart surveillance efforts. The FBI would also have to notify the court of any new device being monitored within 10 days after beginning surveillance.

The second provision would allow federal law enforcement to seek a court order for “any tangible thing,” such as business, library, or medical records, which are deemed related to a terrorism investigation. The House version had called for ten-year sunsets for these provisions, and the draft conference report that was initially circulated called for seven-year sunsets.

Under the bill, individuals who receive business records requests and national security letters, which are used to demand phone records and other business records without prior approval from a judge, would be allowed to contact an attorney and challenge the orders in court. In addition, the Justice Department inspector general would perform audits of the use of national security letters and business records requests.

Despite forcing several changes to the initial draft of the conference report, including the shorter sunset periods, the six senators leading the opposition—Larry Craig (R-Idaho), John Sununu (R-New Hampshire), Lisa Murkowski (R-Alaska), Richard Durbin (D-Illinois), Russell Feingold (D-Wisconsin), and Ken Salazar (D-Colorado)—said that those efforts were not enough and that they wanted the final version to be much closer to the Senate version.

For example, they want the “relevancy standard” for seizure of business records, including libraries and bookstores, to be the stricter Senate standard, so that law enforcement must tie business records requests and national security letters directly to a suspected terrorist. In addition, the opponents have called for tighter judicial review of national security letters, expressing concern that the current language would require courts to accept as conclusive the government’s assertion that a gag order is necessary, unless the court determines the government is acting in bad faith.

In addition, they want a shorter delayed notification for searching a home through a sneak-and-peek search. The Senate bill requires authorities to notify the target of a secret home search within seven days of the search. The conference report would make it 30 days.

The opponents of the bill have said they do not want the provisions to expire but want more time to amend the bill. With the House out until the end of January, and a Senate schedule that already includes confirmation hearings for Supreme Court nominee Samuel Alito, it is doubtful that Congress can reach a final agreement in such a short time. ♦

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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.

Colorado Police Academy Adopts Training Platform from Knowledge Factor

Knowledge Factor announces that the company has been selected by the law enforcement academy at Arapahoe Community College (ACCLEA) to develop a course that accelerates the training and certification of law enforcement professionals.

"With Knowledge Factor's product, we were training faster and with better results than we ever have," said Debbie Wilke, chief of police at ACCLEA. "With CBLA, the law enforcement academy can ensure that every student who leaves our program possesses the knowledge and confidence to responsibly and effectively serve the community."

According to Knowledge Factor, ACCLEA has already seen the benefits that confidence-based learning and assessment brings to training. In fall 2004, Knowledge Factor developed a police officer refresher course for ACCLEA in response to the organization's need to reduce its training expenses. The objective was to create an online program that could substantially reduce the amount of classroom time students required.

The first group of students to use Knowledge Factor's CBLA program had some of the highest scores in the state and completed what was previously a 20-week course in as few as two weeks. The curriculum is customized for individual learners based on exactly what they know and don't know. Learning time is greatly reduced and results are substantially improved. In the first group of cadets to use the training platform, the pass rate at the state exam improved from its historic 72 percent to 100 percent. Furthermore, both instructors and cadets had a complete picture of each person's confidence in the knowledge they were taught.

"When CBLA was integrated into ACCLEA's course, we saw a dramatic improvement in scores," added Christine Swenson, chair of the Department of Criminal Justice. "Now we know what our police officers know, what they don't know, and most importantly, what they think they know that is wrong. We can then immediately correct the knowledge deficits so our

officers know with confidence all that they need to know to perform well on the job."

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NICE Systems announces that the Philadelphia Police Department, the fourth largest metropolitan police agency in the United States, has selected NICE to capture and analyze its emergency communications. The implementation of the NICE solution is part of a complete upgrade of the Philadelphia Police Department's 911 center, the main PSAP (public safety answering point) for the city of Philadelphia.

The Philadelphia Police Department opted to replace its legacy system with NICE's advanced solutions for the reconstruction, analysis, and distribution of first responder communications. The NICE solution is designed to make the task of reconstructing scenarios and sharing information much simpler. Philadelphia's first responders will be able to ensure that their decisions are informed and plan of action during emergency situations will be implemented effectively; and that information will be delivered, as needed.

Sergeant Greg Masi, technical supervisor for the Philadelphia Police Department's Communications Division, comments "The NICE solution offers us state-of-the-art trunked radio capture and advanced scenario replay software for reconstructing events and deriving insight from both 911 and radio communications. Without a doubt, NICE definitely had a leading edge in this area."

The NICE solution will also give the Philadelphia Police Department much more reliable retention, analysis, and data protection capabilities. "Pennsylvania state law mandates that we capture communications 365 days a year 24 hours a day with no failures," said Masi. The Department's new NICE system provides ample capacity to continuously capture and protect all of the PSAP's emergency

communications, to ensure evidence delivery and incident analysis capabilities are always available.

The Philadelphia Police Department comprises approximately 7,000 sworn officers and about 1,100 civilian employees. It serves the fifth largest city in the United States and second largest city on the East Coast, with a population of 1.4 million people.

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IACP 5K Race Winner Wore Tactical Boots from 5.11 Tactical Series

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5.11 Tactical Series invited Ad Verweij of Hoornaar, Holland, to run the race in a pair of HRT boots. Verweij, who finished the race in 17 minutes and 9 seconds, said, "The boots felt great and made winning the race a snap." Verweij finished the race to a round of high-fives as he sped across the finish line wearing his running jersey, shorts, and nine-inch black special-operations boots.

CEO Dan Costa of 5.11 Tactical Series said had promised to make a donation of \$1,000 to a charity of Verweij's choice if he won.

5.11 Tactical Series offers six models of boots designed by law enforcement for law enforcement, including the high-tech HRT waterproof model designed for special operations and the ATAC duty boots designed for the everyday street officer. ♦

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By Lee Colwell, D.P.A., Associate Director (Retired), Federal Bureau of Investigation, and President, Pegasus Research Foundation, Little Rock, Arkansas

The Pandemic Influenza Plan: Implications for Local Law Enforcement

“The Spanish Flu pandemic of 1918-1919 caused an estimated 40-50 million deaths worldwide, and many experts predict that the next flu pandemic will be just as severe, and may occur sooner rather than later.”

*Representative Tom Davis
(R-Virginia), Chairman,
Government Reform Committee,
U.S. House of Representatives,
November 1, 2005*

In November 2005, after several years of concern, discussion, and planning in related matters, the U.S. Department of Health and Human Services released the HHS Pandemic Influenza Plan. Post-outbreak action under the plan, if and when that becomes necessary, will require taking steps in the public square that are highly unusual, possibly unprecedented in both nature and scope, and almost certainly highly controversial. Because local law enforcement will be deeply involved in any such steps, law enforcement should undertake significant planning in coordination with others with post-outbreak responsibilities.

The plan begins to articulate the significant additional responsibilities, separate

from day-to-day police duties, that local law enforcement will have in the event of a pandemic. And it presents local law enforcement leaders and their communities with a significant challenge to develop regional pandemic preparedness plans at the local level. In coming months, moving forward with the pandemic preparedness efforts, local law enforcement leaders will face a variety of decisions about how they and their communities will respond to the pandemic threat. This article is written to provide background information on the plan for local law enforcement leaders who will be facing those decisions.

Overview

The HHS plan states that a pandemic influenza event occurs “when a novel influenza virus emerges that can infect and be efficiently transmitted among individuals because of a lack of pre-existing immunity in the population.” Although it is possible that post-outbreak action under the plan will never be necessary, HHS has asked for more than \$7 billion in federal funding for its implementation, because there is great concern about the likelihood of a worldwide influenza epidemic in the near future that could claim hundreds of millions of lives, including as many as 700,000 Americans within six months of an outbreak. Current pandemic concerns have been triggered by the strain of avian influenza (or bird flu) circulating in Asia and Europe, with a reported 50 percent mortality rate among those humans infected.

The plan is nearly 400 pages long, and each page is packed with details that should be considered by local, tribal, state, and federal officials as they put

together local and regional plans to respond to a pandemic influenza event. With respect to state and local pandemic influenza plans, the HHS plan says, “These plans should detail how health departments and other agencies of state and local governments and tribal nations will prevent, mitigate, respond to, and recover from an influenza pandemic. They should be community-specific where appropriate and should contemplate specific local and community needs.”

Fully recognizing that nonfederal health departments, hospitals, emergency responders, and private firms will, of necessity, play critical frontline roles in the event of a pandemic, the plan offers detailed guidance for local law enforcement, emergency responders, and other state and local partners in areas such as “community disease control and prevention” and “managing travel-related risk of disease transmission.”

Characteristics of a Pandemic, and Implications for Law Enforcement

Among other things, the HHS plan assumes that an influenza pandemic would have the following characteristics that would directly affect local law enforcement:

- Simultaneous or near-simultaneous outbreaks in communities across the United States that would limit the ability of any jurisdiction to provide support and assistance to other areas
- Delays and shortages in the availability of vaccines and antiviral drugs
- Potential disruption of national and community infrastructures including transportation, commerce, utilities, and public safety due to widespread illness and death among workers and their families and concern about ongoing exposure to the virus

A key principle of the plan is that preparedness will require coordination among federal, state, tribal, and local government and partners in the private sector,

Why Plan for a Pandemic?

“Although the timing, nature, and severity of the next pandemic cannot be predicted with any certainty, preparedness planning is imperative to lessen the impact of a pandemic.”

U.S. Department of Health and Human Services Pandemic Influenza Plan, November 2005

including significant requirements for coordination with local law enforcement. Although the plan recognizes that law enforcement will also have key roles in other aspects of a pandemic, the plan especially focuses on the need for local law enforcement to be prepared to help control diseases at the community level and manage the risk of disease transmission through enforcement of travel restrictions.

Law Enforcement Role in Community Disease Control

Prior to a pandemic event, the plan urges that local leaders prepare their communities for implementation of pandemic influenza containment measures that may be called into play during a pandemic. Community disease control measures range from individual containment measures to community-based containment measures.

At the individual level, law enforcement personnel may be called upon to contain the spread of infection by enforcing the isolation of individual patients and by managing individuals who may have come into contact with sources of infection. These steps may be carried out by enforced isolation at health care facilities, individual homes, or alternative facilities. The plan urges local law enforcement leaders to prepare to provide guards and other personnel necessary to isolate patients with a highly infectious disease, and persons who have come in contact with them, at multiple facilities in their communities.

At the community level, the plan describes containment measures involving local law enforcement which range from voluntary snow days to the closure of office buildings, shopping malls, schools, and public transportation to widespread community quarantine (or cordon sanitaire, as it is known). In the voluntary snow day scenario, when the public is asked to stay at home rather than go about their normal daily business, law enforcement leaders will need to communicate staffing decisions about nonessential personnel who should honor the snow day declaration. If public facilities and public transportation are closed, local law enforcement will doubtless also be called upon to enforce facility and transportation closure orders and to provide essential transport for supplies, patients, and public health personnel. And, if a community quarantine is ordered, local law enforcement agencies will further be called upon to legally enforce the order, in coordination with involved public health officials and personnel in neighboring jurisdictions.



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Law Enforcement Role in Managing Travel-Related Risks of Disease Transmission

In the event of a pandemic, law enforcement will be involved with managing all types of travel, but local law enforcement will have particular responsibility for managing the risk of disease related to travel in the United States. The plan urges that travel-restriction planning in preparation for a pandemic engage a broad range of health and community leaders, including public health and hospital personnel, local law enforcement, firefighters, political leaders, and representatives of airports, seaports, transportation service providers, and others.

The plan identifies a number of additional travel restriction-related activities that local law enforcement personnel will need to be prepared to carry out, once a pandemic event has commenced. They include the following:

- Meeting and transporting ill or possibly infected passengers and animals at airports and seaports
- Notifying the public and neighboring jurisdictions of official closures and enforcing those closures
- Addressing and coordinating multi-jurisdictional issues involved in official closures
- Establishing legal authority and protocols for restricting departure and entry and use of mass transit systems, bus and train routes, and streets and highways

Observations and Conclusions

It is clear, even from this brief discussion, that a pandemic event would require a number of complex decisions to be made by local law enforcement leaders and trigger a number of complex problems for law enforcement leaders and personnel. The plan triggers a number of questions and issues for local law enforcement:

- What is the chain of command, and who will make decisions, during a pandemic event?
- What legal authority is there for the actions to be taken by law enforcement?
- What orders will be lawful or unlawful in such circumstances?
- What vaccines and antiviral and other medications will local law enforcement personnel (and their families) be offered, and how can leaders assure their personnel that the offered vaccines and medication are safe and effective?

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Coordination with Emergency Responders

"Robust preparedness for the next pandemic requires coordination with state and local emergency responders. HHS encourages all levels of government to use this plan and begin refining their own."

U.S. Department of Health and Human Services Pandemic Influenza Plan, November 2005

- What problems will local law enforcement leaders face if vaccines and medication are not provided to law enforcement personnel and their families?
- How can law enforcement leaders assure their personnel that it is safe to carry out their sworn duties requiring close contact with highly infectious persons?
- How will local law enforcement securely communicate with public health partners, their own agency personnel, and personnel in neighboring jurisdictions?
- What will local law enforcement leaders communicate to the media and the public regarding the law enforcement actions taken in the face of a pandemic event? How will rumors inside agencies and in public circulation be countered?
- What level of force will law enforcement use to enforce an individual containment or community-wide quarantine measure?
- What steps should law enforcement leaders take to maintain control and authority without overstepping roles and overstating or understating risks?
- What lessons have been learned from recent experiences with Hurricanes Katrina and Rita and the 2003 SARS outbreak, especially travel-related containment measures imposed in Toronto?
- How will law enforcement carry out their traditional duties while also carrying out these significant additional responsibilities, and where will the financial and personnel resources required to carry out these additional responsibilities come from?
- How will local law enforcement leaders and their counterparts in hospitals, public health, transportation sectors, local government, and local and state political leaders, not only in their own jurisdictions but in neighboring jurisdictions, come together to make meaningful plans as urged in the HHS plan?

On this last and most important issue, the HHS request for funding includes

\$100 million "to help states complete and exercise their pandemic plans before a pandemic strikes." Based on previous efforts at state-directed planning of community-level and local agency-level activities, it is not at all clear that leaders of communities and local agencies will have the tools or resources sufficient to catalyze local-level planning for an uncertain new threat. Although much of the planning for a pandemic needs to be carried out by state public health departments, certainly much of the planning also needs to take place at the local level, between and among local level emergency responders and others in their communities.

The plan makes it clear that it does not provide answers to these or many other questions, and that, as one size does not fit all, each community must develop its own plan. Recent events show the peril faced by communities when federal, state, and local agencies and their leaders are unable to work as a seamless force fully prepared to respond to the threat at hand. Because local law enforcement will play such a key role in the event of a pandemic, forward-looking local law enforcement leaders will take steps to prepare their agencies and their communities to respond to the possibly devastating effects of a pandemic event. ❖

"Local emergency responders will be the first on the scene of any major catastrophe. It is imperative that they be given the training, the resources, and the support they need to react appropriately when disaster strikes."

Julian Fantino, "2003 SARS Outbreak: The Response of the Toronto Police Service," The Police Chief 72 (April 2005): 22-28; available in the archives at www.policechiefmagazine.org.

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THE POLICE CHIEF/JANUARY 2006 17

Personal Strategic Planning for Professional Development

Strategic planning has typically been associated with organizational administration, but personal strategic planning can be beneficial as well. It can help one establish professional goals, increase personal growth, and clarify career direction. Police departments will find it rewarding to assist officers and supervisors with personal strategic planning, as it can help raise morale and increase productivity.

By Tracey G. Gove, M.P.A., Sergeant, West Hartford Police Department, Connecticut

Personal Strategic Planning: What Is It?

At its core, strategic planning requires a backward thinking process. First, a vision of what is to ultimately be accomplished is determined, then goals are identified that will help to achieve the vision. In order to accomplish each goal, action plans are developed using strategic thinking and methods. Finally, the new strategies are implemented and evaluated to ensure success.

The desired outcome of the plan is limited only by the imagination and motivations of the individual. Some may plan for promotion, while others may seek specialized assignments or polish supervisory skills. The possible outcomes are as varied as the characteristics of each police agency and supervisors who provide leadership.

Benefits of Personal Strategic Planning

At times, most supervisors feel as though their job is to put out fires. Reacting to problems, issues, and crises take up the majority of a workday. Little time, effort, or energy is left to spend on a more proactive approach to management and supervision. This can lead to an supervisor's low morale, reduced performance, and, in drastic cases, burnout.

Strategic planning serves to identify long-term issues that need to be addressed but are often ignored for sake of time. Often, everyday problems, which are typically the symptoms of larger issues, are addressed because they are more pressing and require a quick resolution and the larger issues are ignored. The remedy chosen is short-lived and typically acts only as a Band-Aid. Taking the time to examine and fix long-term issues may have an immediate impact by alleviating more current, more pressing problems. Relieving such an issue can increase the performance of both the supervisor and the officers who are directly affected.

Supervisors who work in a hectic environment or who have been supervising for many years may lose sight of where they are going in their personal careers. In these environments there is simply not the time to consider one's personal goals. A department-supported personal strategic planning process can help to restore focus and fight boredom. A new outlook on the direction of one's career can serve to raise morale, improve work performance, and reenergize a stagnant career.

Another benefit is that the pursuit of a strategic plan requires introspection and a thorough examination of the internal and external work environment. Through such study, supervisors will learn more about themselves, improve problem-solving

abilities, and gain a laser-sharp focus on what is truly important in their police calling. They will also learn more about their work environment and how it can be used to their advantage. This will help with daily supervision and lends itself to resolutions of future issues.

There are benefits for the police agency as well. Supervisors who are more focused on career direction or improving the workplace gain a stronger sense of loyalty to the organization. Similarly, work takes on increased importance; it is completed more efficiently, and productivity increases. The agency will also gain a leader whose performance is motivated by a clear vision and goals. Much of this motivation will benefit peer supervisors and will trickle down to lower levels.

The Personal Strategic Planning Process

Strategic planning requires that the supervisor take a step back and look beyond daily demands. The focus shifts to what is possible for the future and the perspective is one that becomes broader. A personal strategic plan should look two to three years ahead. Anything shorter typically requires more immediate attention, and anything longer may not be practical for this endeavor.

Ideally the entire plan should be written down as it then becomes more tangible. Many people are visual learners and find it easier to absorb, modify, and review a written plan. Committing the plan to paper can also have the effect of making the planner more committed to the plan.

First Step: Create a Vision

The first step is to answer the question, "What is the preferred future?" To properly answer this question, only a few ideas should be formulated. This makes the process feasible. Only those issues or aspirations that will have significant meaning should be considered—improve working conditions, obtain a transfer to a special division, or get promoted. To be feasible, a vision must be

- consistent with the environment of the specific police organization to ensure it is achievable;
- consistent with personal beliefs, values, morals, and abilities;
- positive, constructive, and meaningful; and
- precise and easy to delineate.

The proper vision will help to provide a sense of direction and purpose, both of which are vital to justify expending the time and energy required. Further, the vision will help ensure commitment to the plan and, most importantly, stimulate creative thinking.

Second Step: Establish Goals

The second step is to establish goals that will act as stepping-stones to reaching the vision. Attempting to achieve an end result without identifying specific goals is akin to setting sail for a distant island without the use of a map, compass, or any type of navigation system. It is possible to get there without them but very unlikely.

- Keep goals to a minimum, so that only those with value are chosen.
- Make goals realistic and attainable.
- Prioritize goals by level of importance.
- Set goals that so that each one leads to the next.

Third Step: Develop and Implement Action Plan

The third step is to develop and implement an action plan that will help attain the goals. This is where creative thinking really comes into play, and where it is necessary to think in unconventional terms. Any and all methods of fulfilling the goals should be considered no matter how outrageous or unlikely they may seem.

The list should then be pared down to only a few action steps that will help to achieve each goal. For example, a supervisor who aspires to be promoted and whose goals include increasing confidence and leadership skills should consider taking a class in public speaking. Being able to express oneself clearly and confidently in front of a group is a desirable quality and one that will help during an oral board or assessment center. This scheme utilizes creative, strategic thinking and an idea that might not have otherwise immediately come to mind.

Planners should develop a timeline for achieving each goal in concert with the action plan. This will be useful later during the review and evaluation phase. The time horizon needs to be realistic and achievable; otherwise, the plan is doomed to fail from the start.

Planners should also make contingency plans, as changes in vision, goals, or the organization itself may arise. Usually these changes happen without warning, but contingency plans can help planners deal with the unexpected. Playing what-if games may shed light on some of the possible obstacles and hurdles.

Finally, the plan must be implemented otherwise it becomes a to-do list that will sit in a drawer somewhere forgotten. Implementation is the biggest step because it creates the momentum for reaching the vision. Prior to implementation, a lot of planning has taken place. Now, an actual step toward achieving the vision must be made for victory.

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SWOT Analysis

Strategic planners use the term SWOT analysis to refer to a survey of any strengths, weaknesses, opportunities, or threats they may face. This tactic provides an examination of the internal (strengths and weaknesses) and external environment (opportunities and threats). Characteristics of each category will vary depending on the supervisor's personal vision or goals.

Strengths: This includes any resources available in the police agency and personal capabilities or assets of the individual supervisor that will help achieve goals. Examples:

- Training programs for personal growth and job knowledge
- Mentors with whom thoughts, ideas, and plans can be shared
- Education, knowledge, network of contacts

Weaknesses: This includes any obstacles or vulnerabilities in the agency or person. These can also include a lack of any strengths previously identified. Examples:

- Negative coworkers or confrontational employees
- Change in the administration

- Weakness of personal abilities such as communication skills, people skills, leadership skills

Opportunities: This includes any advantages, resources, or help from such external sources as other police agencies, town and state government, local community, and the private sector. Examples:

- Changes in technology
- Recent court decisions
- Changes in public policy which affect police work

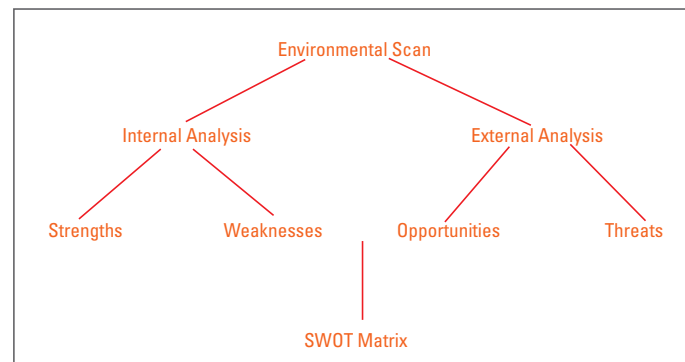
Threats: This includes any obstacles that are external to the agency and the supervisor.

Examples:

- Budget cuts
- Negative publicity in media
- Local events

Obviously, depending on the goals and specific circumstances, what is seen as a benefit to some may hinder others. For example, a court decision could help or hurt the strategic plan, depending on the outcome and the impact on the vision.

The environmental analysis helps to identify areas where focus is needed and is critical to the success of any strategic planning program. It allows for a roundup of all resources available for success and



Source: QuickMBA.com

Figure 1. SWOT Analysis Framework Environmental Scan

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	Strengths	Weaknesses
Opportunities	S—O Strategies	W—O Strategies
Threats	S—T Strategies	W—T Strategies

Source: QuickMBA.com

identifies roadblocks that may be met along the way. A thorough analysis is the backbone of successful contingency planning. Figure 1 shows the basic framework of a SWOT analysis.

Once all factors—strengths, weaknesses, opportunities, and threats—have been identified, considered and listed, a SWOT matrix will help formulate strategies for superior attainment of the vision. Figure 2 illustrates the SWOT matrix.

- S—O strategies: Identify ways that strengths and opportunities can be paired for maximum effectiveness.
- W—O strategies: Identify weaknesses that can be overcome to ensure full access to opportunities.

- S—T strategies: Identify ways that strengths can be used to reduce vulnerability to external threats.
- W—T strategies: Establish a defensive plan to prevent the susceptibility of weaknesses to external threats.

Review and Evaluate

Crucial to the attainment of a vision is a regular review and evaluation of the strategic plan. Police work is a dynamic occupation that requires a supervisor be flexible, adaptable, patient, and ready to use contingency plans when required. Remember that the plan is not set in stone and that minor modifications are likely along the

Figure 2. SWOT Matrix 2

way. A tactical approach dictates that if something does not appear to be working or likely to help achieve a goal, it should be dropped.

Timelines need to be followed, but modifications also may be necessary. Planning is not an exact science and unanticipated issues or hurdles will dictate whether changes in time frame are necessary. An extension of time is permissible as long as the reason for the delay is not based on the supervisor's hesitation or procrastination. Extensions made on these grounds assure that the program will not be a success.

Regular review and evaluation will help to prevent the plan from stalling and will keep a forward progression.

Think Strategically

A true leader needs to think tactically and strategically to get ahead, to fight complacency, to motivate others and to persevere. Many great leaders and supervisors have already created a personal strategic plan without realizing what they have done. It is innate to some and can easily be learned by others. Supervisors, subordinates and the police agency can reap great benefits simply by focusing on what is desired and spending some time on how to get there. ♦

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SUCCESSION PLANNING

Mentoring Your Replacement

Who will take the place of the baby boomer chiefs? Many police chiefs with long years of service are closing in on retirement. In Cedar Falls, of the department's 12 supervisors, nine will retire by 2010. I plan to retire by then, too. Reflecting on this situation, I had to ask myself, as I ask readers of the *Police Chief*, have you done everything possible to train personnel in your organization to replace you and your replacement?

By Richard T. Ahlstrom, Chief of Police, Cedar Falls, Iowa

How do officers prepare today to be the next generation of police chiefs? Recommendations from the IACP's *Police Leadership in the 21st Century: Achieving and Sustaining Executive Success* identify attributes and development requirements for leadership and readers are encouraged to review these recommendations.¹ Mentoring is an essential part of leadership development, and it is an activity undertaken by the Cedar Falls Police Department to prepare the department's future leaders.

As chiefs face another generational change in the workplace, it is their responsibility to train and prepare replacements. Without mentoring, many promising candidates will be lost and their career path may take many different turns and they may never become a chief.

GETTING STARTED

In November 2003, I asked all officers whether they would be interested in meeting with me monthly and learn-

ing the skills that would benefit them to compete for the position of chief during their career. Although the mentoring offer was open to all ranks, I expected only the captains and lieutenants would seek the opportunity. But nine of 30 patrol officers on the department also responded indicating they wished to attend the sessions.

Before the first class was held in late November 2003, each participant was required to explain in writing what they were already doing to attain their career

"I think this **mentoring group is great** because as a young officer I **have goals** and want to be promoted as a supervisor within this organization. I can now take important steps to **further myself** rather than trying to play catch-up later."

—Officer Kelli Head

goals and what they wished to gain from attending this class. Mentoring is only one element of preparation for the chief's job and each officer needs to pursue education and gain experience from a variety of sources to become a chief. Today's successful police chiefs often acquired their capacities in extra-departmental settings and aspiring chiefs should emulate this pattern. Activities identified as of greatest value were serving with youth groups and parent-teacher associations, professional networking, and seeking professional development through teaching, publishing, and public speaking.² A responsibility of mentoring is helping officers identify the opportunities that will help them develop.

The ground rules for the class were set before the first meeting: officers would not be paid to attend, and the information that is discussed in the class stayed there. The second rule was designed to foster open and candid discussion by eliminating fear of reprisals.

The initial group included nine patrol officers, four lieutenants, and three captains. Given the composition of the group, namely, variety of ranks and the disparities in seniority, we decided that an informal classroom would be the best setting for the sessions and should put everyone at ease. At the beginning of the sessions, all participants were told that there wasn't any rank in the classroom. The classroom setting was purposely set to be informal

in an attempt to foster greater communication, to encourage all participants to feel comfortable, and enhance participation. Thus Chief U., as one of the officers called the class, was born.

CHIEF UNIVERSITY

The first session lasted two hours and focused on developing career goals, comparing those goals against the officer's current activity, and discussing how best to stand out, in a positive manner, from peers.

Based on these responses, we developed a list of classroom topics that include leadership, budgeting and funding streams, budget amendments for over- or underspending, discipline, risk

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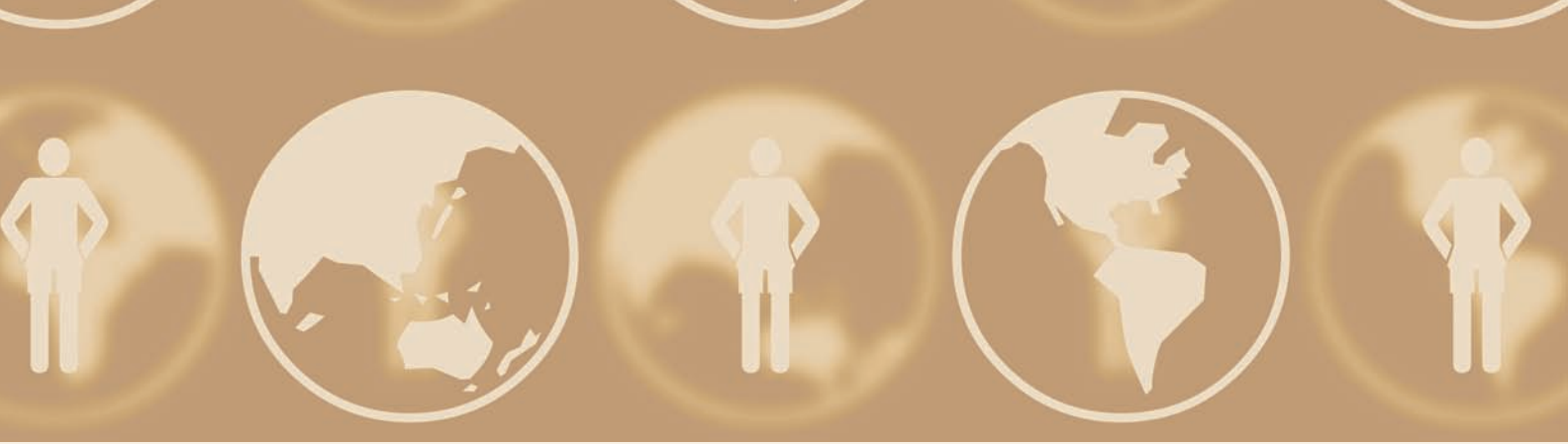


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Leading the Sworn Workforce

To lead sworn personnel successfully, participants at the IACP's leadership conference in 1999 recommended the following actions:

- **Establish and Share Vision and Values**
Establish visions, values, and mission by consensus. Incorporate input from all levels of the department. Convey vision, values, and mission in terms that evoke emotion and passion. This approach should maintain or renew the passion of the leader.
- **Empower Staff Who Understand What Is Right**
Ensure that members of the workforce embody the central values of the organization, share the vision, are positioned to operationalize the values, and influence and lead other employees.
- **Maximize Opportunities to Accomplish and Succeed**
A primary obligation of the chief executive officer is to structure a career setting that provides opportunity for material and emotional reward and fulfillment. What would satisfy a workforce should be defined collaboratively.
- **Clearly Articulate Expectations and Rewards**
Clearly communicate the path to advancement opportunities. How to approach and master the reward system (promotions, assignments) should be clearly articulated. Officers who understand the nature of opportunity can make sound decisions on courses of career action.
- **Create a Thirst for Leadership**
The chief should create an environment in which all officers feel they can attain and exercise leadership capacities, not simply attain hierarchical leadership posts. Impart leadership knowledge and understanding of the organizational culture.
- **Prioritize Creativity**
Give latitude to officers to be more creative and to do more on their own, especially to those employees who share the executive's goals and values, who are well trained, and who are most highly trusted.
- **Provide Measurements of Success**
The chief and command staff must supply useful feedback to enable individual officers to determine whether progress is occurring organizationally and for the officers themselves. What constitutes success is objective and subjective, geared to officer expectations.
- **Manage Failure in a Restorative Manner**
Based on the immense scope and complexity of police work, most officers will fail occasionally in some manner. Chiefs must create an organizational environment in which command staff and supervisors work closely with officers to assess situations and provide guidance for officer growth. With the obvious exception of egregious errors, most mistakes, if dealt with in a restorative manner, provide excellent learning and growth opportunities for officers.
- **Provide Opportunities for Face-to-Face Contact**
Just as chiefs must not distance themselves from the citizens they serve, they must not distance themselves from the officers they lead. A chief should seize a variety of informal and formal opportunities to talk and work with officers of all ranks. To provide effective leadership, a chief must be visible to the officer corps and regularly available to discuss issues and get feedback.
- **Monitor Cynicism**
Cynicism and disillusionment develop for many officers after five to seven years on the job. Officers assigned to tough neighborhoods, gang or drug units, and undercover work seem particularly vulnerable. Frequently, officers are only vaguely aware of the changes in their perceptions and feelings. Chiefs, through their commanders and supervisors, are urged to monitor the outlook of members of the workforce. It is wise, also, to put a program of duty rotation in place to minimize the potential for burnout and cynicism.
- **Evaluate Leadership Style**
Chiefs should never assume that their brand of leadership is well received by all officers or that their own expectations and outcomes match. Formalized feedback mechanisms should be used to gauge officer opinion on issues of many types. An effective leader must remain open to critique and be able to alter his or her leadership model to meet legitimate concerns of staff.

Source: International Association of Chiefs of Police, Police Leadership in the 21st Century: Achieving and Sustaining Executive Success (Alexandria, Virginia: May 1999): 29-30.

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management, collective bargaining, surviving in a political world, the distinctions between management and leadership, and civil rights, to name but a few.

The Budgeting Class: Preparing for class requires developing a lesson plan. The objective is to provide real-life experience and not just hypothetical classroom work. In the session on budgeting, for instance, we started with a review of the department's current budget status including matching actual revenues and expenditures to the budget. Involving the officers in the budgeting helped them understand the requirement to generate revenue and to match expenditures to anticipated revenue. Late in the first year, the class learned how to propose budget amendments over expenditures and propose nonbudgeted equipment purchases. They had to find in the budget the necessary underexpenditures, and they had to balance the total amendment. They presented their proposed amendments for class discussion. Each attendee knew they had to cover a certain amount of dollars and to justify the overexpenditures as part of this process. The goal was to have them focus on the budget as a living document that needs to be referred to regularly. After speaking in class about the budget, officers had an improved understanding of the budget and the city's expectations of how to manage it.

Beginning in the fall of 2004, the entire class began to participate in the formation of the actual fiscal year 2006 budget beginning July 1, 2005. Based on the last two years' final budgets, they assembled specific budget line items along with their appropriate justifications. The overall budget was limited to a 3 percent increase, and the officers had to schedule purchases of capital equipment such as radars and in-car video cameras that are on the department's scheduled replacement program in this budget. The class also participated in exploring and recommending purchase of new capital equipment over the next six years.

These homework assignments are difficult, given the participant's lack of experience, and have been a frustrating learning experience for many of the participants. But as the class progressed, the partici-

pants began to pick up certain nuances in the budget process regarding expenditures and revenue projections.

Leadership: The issue of leadership has consumed many class periods. While many of the supervisors felt they had a grasp of leadership it became apparent that some didn't know the difference between leadership and management. We considered the definition by Peter Drucker and Warren Bennis: "Management is doing things right. Leadership is doing the right things."³

Many of the patrol officers felt they didn't have any leadership ability or attributes or the opportunity to demonstrate leadership ability until they were promoted into a supervisory position. We reminded ourselves that every officer is a leader.⁴ Patrol officers exercise leadership every workday by solving problems in the community, but many officers simply view it as doing their job, not being a leader. In class we stressed the need to continue to maximize leadership qualities to prepare for future promotion. A patrol officer who simply functions at an average performance level and doesn't demonstrate a leadership role in his or her current work shouldn't be considered for promotion when other officers are showing greater skill and initiative. Maximum performance at the patrol officer level enhances the potential for promotion and develops that habit throughout their professional career.

ENGAGING ALL ATTENDEES

Most of the Chief U. sessions during the first year focused either on the budget process or on leadership. The first several months were at times awkward, as some of the patrol officers were reluctant to question or press for an answer. In some cases they felt they didn't have anything to offer, as they were not supervisors. In order to draw them into the conversation it was necessary to specifically ask them for responses and then have them explain and expand on their responses. As the patrol officers became more comfortable in this environment, they participated more often without being called on.

Hearing patrol officers talk about leadership was beneficial to the current supervisors who were, in effect, receiving excellent advice on motivating and guiding the generation X officer.

Classroom attendance was optional but most officers made sure that if they could not attend they informed us of the reason. As the first year passed, the class changed in dynamics as some of the original members dropped out and others asked to join. Officers who missed several classes without stating a reason were quietly dropped from the class.

As budget information, newspaper and magazine articles, or events in the department became relevant, these developments were considered as current event material to be discussed during the sessions. Soon, some officers were asking if new information was available on other topics such as discipline, maintenance of morale, and working in the political environment, to name a few topics. Outside assistance was also obtained; for example, a motivational speaker on leadership conducted a session.

One of the most interesting examples was the struggle of another chief in Iowa to retain his job in the face of rising political and union opposition. This chief graciously offered to speak to the class and spent the two-hour session reviewing his performance, successes, and failures, and answering questions posed by the group. The chief's story made an impact. After this session, many students said they needed to reassess their career goals in response to his presentation. It was interesting to note that the Cedar Falls Police Department's local union steward is part of this group and during the class was vocally supportive of the chief's efforts.

An added benefit of Chief U. is that these classes allow the officer to conduct personal career planning. The classes emphasize these two thoughts: If I'm not doing the job correctly at my current level, why do I think I could or should be promoted to a higher position? If what I'm doing today doesn't further my career goals, then I need to change my goals or change (for the positive) what I'm doing.

"Probably the **greatest benefit** that I've received is that officers now have a **better understanding** of my job and the reasons behind some of my decisions.

They in turn become my spokespersons in the organization when questions from their peers come up."

—Chief Richard T. Ahlstrom

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CHIEF U. 2005—SECOND YEAR

The second year of this program started in November 2004. The officers and supervisors have made it clear they want more discussion on leadership and management-related issues. In other words, the discussion now must move from theory to the practical application of leadership principles. The class is requesting information on applying discipline, leading in a collective bargaining environment, and developing organizational morale and the chief's responsibility to maintain or improve morale. Other sessions will cover no-confidence votes and their impact on the chief and organization, networking with political bodies, and ethical challenges to the organization, among others. Effective budget management will always remain a part of each session.

The best legacy a chief can leave to his or her agency is to ensure that the transition is smooth and the organization is well prepared with an adequate pool of potential leaders to take the chief's place or become chiefs of other agencies. If a chief of police will take the time to explain to aspiring chiefs the mistakes he or she made as a chief of police, then the law enforcement community will do a better job transitioning leadership positions to the new generation of police officers. ♦

¹International Association of Chiefs of Police, *Police Leadership in the 21st Century: Achieving and Sustaining Executive Success* (Alexandria, Virginia: May 1999): 15; April 1, 2005; www.theiacp.org.

²*Ibid.*, 20.

³Stephen R. Covey, *The Seven Habits of Highly Effective People*, revised ed. (New York: Free Press, 2004).

⁴See Jan M. Durham and Matt Logan, "Every Officer A Leader," *The Police Chief* 67 (November 1997): 18-23.

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2005 IACP Awards

Presented at the
112th Annual
ICAP Conference

Photographs by David Hathcox except as noted.

The IACP awards program is an important element of the association's mission to advance the science and art of police services. Through the IACP awards program, law enforcement organizations and individuals are recognized for their professionalism and innovative contributions to the policing field. Each award recipient must pass through a carefully designed process that screens and validates the merits of each person or organization to receive the IACP award. Each year hundreds of award applications are scrutinized, fact checked, and evaluated against the award's criteria to ensure that only the worthiest recipients are recognized.

13th Annual IACP/Motorola Webber Seavey Award for Quality in Law Enforcement

The IACP, along with Motorola, recognized the police departments of Miami-Dade, Florida; New Rochelle, New York; and West Des Moines, Iowa, for model programs that solve problems and improve communities. These departments are the top winners in the 13th annual IACP/Motorola Webber Seavey Award for Quality in Law Enforcement.



Miami-Dade Police Department. Left to right: Jim Sarallo, Senior Vice President of Motorola, Assistant Director James K. Loftus, Major Elizabeth C. Buchholz, Captain Martha A. Singleton, Sergeant Cecile M. Alvarez, Detective John Gaborik, Detective William Nadramia, Chief Gary J. Margolis, University of Vermont Department of Police Services, Webber Seavey Judge.

Miami-Dade Police Department Convicted Offender DNA Noncompliance Clearinghouse and Cold Case Squad

In the early 1990s, the Miami police department began collecting DNA samples from offenders convicted of a small number of violent crimes. As the decade continued, legislators widened the scope of crimes that required convicts to submit DNA samples to give investigators a database against which to search new crime evidence. In 2004, officials learned an offender in a juvenile rape case, who already had a violent crime conviction, had not submitted a DNA sample during his prison term. Law enforcement officials then found that alarming numbers of other convicts had "fallen through the cracks," and they formed a cold case squad to go back to collect DNA samples from violent criminals who had been released from prison or who were eligible for release.

The Convicted Offender DNA Noncompliance Clearinghouse and Cold Case Squad has reviewed nearly 14,000 cases, collected more than 500 DNA swabs, and closed 34 cases. This multijurisdictional program has improved information sharing among local law enforcement agencies and is expected to have a deterrent effect on convicts after their release from prison. "We'll know who they are once they have been in the system," said Sergeant Cecile Alvarez, one of the three members of the squad.



New Rochelle Police Department. Front row left to right: John Callahan, Lt. Jim Fortunato, Captain Kevin Kealy, Sgt. Bill Odell, Lt. Cosmo Costa, Captain Joseph Schaller; Back row left to right: Lt. Bill Allison, Lt. George Maseo, Sgt. Barry Johnson, Jim Sarallo, Senior Vice President of Motorola, Police Commissioner Patrick Carroll, Deputy Police Commissioner Anthony Murphy, Sgt. Olszewski, Chief Gary J. Margolis, University of Vermont Department of Police Services, Webber Seavey Judge.

New Rochelle Police Department Combating Nightclub Crime and Disorder: A Multifaceted Partnership Attacks Nightclub Crime and Disorder

The community of New Rochelle, New York, a suburb of New York City, was proud of the recent revitalization of its downtown with high-end residential and commercial development, but by 2002 the police were dealing with an exorbitant increase in crime associated with the opening of several nightclubs. The last straw occurred when five nightclub patrons were stabbed in one night. The city police department partnered with the chamber of commerce, the U.S. Drug Enforcement Administration, the Westchester County district attorney, and an array of local agencies to crack down on building code violations as well as drug, alcohol, and gambling violations. Using laws already in force, along with a nuisance reform act that gave officials more power to close sites temporarily, the city held club owners accountable by requiring them to hire and train security staff, pay for extra police patrols, and clean up vandalism and littering.

Within about two years, five of the nightclubs have closed. "This really put the onus on club owners," said Lieutenant Cosmo Costa of the New Rochelle Police Department. He said the entertainment venues currently operating have generated very little crime, which means, "We sent a message out to the other clubs."



West Des Moines Police Department. Left to right: Jim Sarallo, Senior Vice President of Motorola, Chief Jack M. O'Donnell, Claudia Henning, Youth Justice Coordinator, Linda Sanda, West Des Moines Community Schools; Captain Paul Barrows, Chief Gary J. Margolis, University of Vermont Department of Police Services, Webber Seavey Judge.

West Des Moines Police Department Youth Justice Initiative

For the suburb of West Des Moines, Iowa, a sudden increase in population brought its share of growing pains. Among the concerns was the increase in juvenile crime and alcohol and drug use among teenagers. In conjunction with schools and community groups, the police created the Youth Justice Initiative, which provides support and mentoring to youth and diverts them from the criminal justice system when possible.

The linchpin of the effort is a youth justice conference that brings each offender, family members, crime victims, school staff, and community members together to examine the situation leading up to the crime and create an accountability plan for the youth.

The agreed-upon consequences are often directly related to the offense. Claudia Henning, the program's administrator, said youth who have stolen may be required to work in a food pantry or donated clothing facility, and one group of older teens involved in a sizable burglary worked on a Habitat for Humanity house as restitution. The initiative has given youth a chance to put things right, which was not always possible in the traditional justice system, Henning said. Since the conferences began, fewer than 10 percent of the participants have committed another offense during the program or the year after completion.

About the Award: Jointly sponsored by IACP and Motorola, the Webber Seavey Award is presented annually to agencies and departments worldwide in recognition for promoting a standard of excellence that exemplifies law enforcement's contribution and dedication to the quality of life in local communities. This program helps law enforcement agencies worldwide and the communities they serve by redefining the concept of law enforcement and how it is routinely performed. The award is named for Webber S. Seavey, the IACP's first president.

- The program annually honors achievements in one or more of the following goals:
- Continually improving services to the community
- Strengthening police relations and promoting community participation
- Effectively using resources
- Enhancing communications within and cooperation among agencies
- Developing creative and innovative approaches that promote excellence in law enforcement

Abstracts describing the various department programs are available on the IACP Web site at www.theiacp.org. Award judging criteria and 2006 application guide are also available at the site. For additional information, please call Wendy Balazik at 800-THE-IACP, extension 264, or write to her at balazik@theiacp.org. **2006 Application Deadline: May 1, 2006**

IACP/SAIC Outstanding Achievement in Law Enforcement Volunteer Program

The IACP and Science Applications International Corporation (SAIC) recognized the police departments in Lodi, California; San Diego, California; and Casa Grande, Arizona, for their volunteer programs.



Lodi Police Department. From left to right: James Varey, senior business development specialist, Science Applications International Corporation; Domingo S. Herraiz, director of the Bureau of Justice Assistance, U.S. Department of Justice; Jeanette Biskup, special services manager with the Lodi Police Department; Craig Steckler, vice president at large of the IACP and chief of police in Fremont, California, and Phil Lacombe, senior vice president and business unit general manager, Science Applications International Corporation.

Lodi Police Department

The Lodi Police Department's volunteer program, called Partners, helps the department maintain a high level of service to the community. The Lodi Police Department's 100 paid employees and 100 volunteers serve a population of 60,000.

The volunteers work in every area of the department, performing both simple and complex assignments. They receive job descriptions that outline the duties and skills required for each assignment. Volunteers register drug offenders, oversee the fingerprint service, run radar trailer surveys, provide translation services, and conduct parking citation hearings. Volunteers supported the patrol function by handling abandoned vehicles, issuing parking citations, transporting evidence, providing traffic control at vehicle crash scenes, and serving as an extra set of eyes and ears for the department. Volunteers also assisted in emergencies, mobilizing and staffing the emergency command center and searching for missing persons. In addition, volunteers in the Partners program are helping other city departments with such tasks as nuisance compliance inspections.

The Lodi volunteers provide 25,000 hours of service to the department and each year perform services worth approximately \$450,000 when calculated at the accepted national hourly rate for volunteer time.



San Diego Police Department. From left to right: Craig Steckler, vice president at large of the IACP and chief of police in Fremont, California; Domingo S. Herraiz, director of the Bureau of Justice Assistance, U.S. Department of Justice; Cheryl Meyers, assistant chief with the San Diego Police Department; James Varey, senior business development specialist, Science Applications International Corporation; and Phil Lacombe, senior vice president and business unit general manager, Science Applications International Corporation.

San Diego Police Department

The San Diego Police Department has 2,103 sworn officers, 643 civilian employees, and 786 volunteers working at 70 separate facilities serving a population of more than 1.2 million. The department offers three major volunteer programs: the Crisis Intervention Volunteer (CIV) program, the Retired Senior Volunteer Patrol (RSVP), and the Volunteer in Policing (VIP) program.

CIV volunteers assist officers by responding to scenes to help citizens who have been affected by a crime or other critical incident by providing emotional and logistical support, referrals, and resources. CIV volunteers operate the citizens access phone system that allows community members to get information during large-scale emergencies and major planned events, reducing call loads at emergency call centers. CIV volunteers also staff emergency relief and evacuation centers.

RSVP members patrol all parts of the city in marked vehicles. They enforce handicapped parking, check on the welfare of shut-ins through the You Are Not Alone program, and conduct vacation house checks and business security checks and increase the awareness of crime prevention programs.

The VIP program has placed volunteers in every division of the department. VIPs perform a wide range of duties including assisting with missing persons cases, supplying administrative support, conducting research, verifying reports, helping staff storefront and community relations offices, answering phones, handling walk-in inquiries, and take police reports over the phone of minor and no-suspect crimes.

The San Diego volunteers provide nearly 200,000 hours of service annually at an estimated value of \$2.5 million.



Casa Grande Police Department. From left to right: Craig Steckler, vice president at large of the IACP and chief of police in Fremont, California; Domingo S. Herraiz, director of the Bureau of Justice Assistance, U.S. Department of Justice; Steve Cantrell, lieutenant with the Casa Grande Police Department; James Varey, senior business development specialist with Science Applications International Corporation; and Phil Lacombe, senior vice president and business unit general manager with Science Applications International Corporation.

Casa Grande Police Department

The Casa Grande Police Department has a staff of 96 law enforcement persons and 100 volunteers serving a population of 37,000. The volunteers staff the Senior Phone Patrol, a daily calling program for homebound seniors that allows volunteers to check on the health and welfare of senior citizens. Through the Seniors and Law Enforcement Working Together program, the volunteers install fire extinguishers, smoke and carbon monoxide alarms, and pendants in the homes of seniors.

Volunteers also participate in the city's graffiti abatement program, the crime-free multifamily housing program and the misdemeanor warrant calling program. The volunteers operate the Citizens on Patrol program, which allows trained volunteers to direct traffic, issue handicapped parking violation citations, and search for missing children and incapacitated adults. Volunteers also provide general support in writing grant applications, entering data in the computer system, and helping with the crime prevention fingerprinting program.

The Casa Grande volunteers provide 6,500 hours of service annually at an estimated value of more than \$144,000.

About the Award: The IACP and Science Applications International Corporation sponsor the annual award to recognize excellence in leadership through the implementation of an effective, high-quality volunteer program that successfully integrates volunteers into overall organizational operations and administration and to institutionalize the theories and practices of the Volunteers in Police Service (VIPS) Program. The IACP Police Administration Committee will evaluate each application and select up to three winners. The award presentation is made at the annual IACP conference.

For more information, call Carolyn Cockcroft at 800-THE-IACP, extension 206, or write to her at cockcroft@theiacp.org.

IACP/ChoicePoint Award for Excellence in Criminal Investigations

The IACP and ChoicePoint recognized the Florida Department of Law Enforcement's Child Abduction Response Teams for the 2005 Excellence in Criminal Investigations Award. The first runner-up is the Charlotte-Mecklenberg Police Department's Cold Case Unit, and the second runner-up is the Las Vegas Police Department's Construction Theft Detail.

Florida Department of Law Enforcement

One of the greatest challenges law enforcement faces is responding to the report of a missing child. Activating available officers, coordinating across multiple jurisdictions, and obtaining the expertise needed can often eclipse the assets of any one department. In 2004 the FDLE realized a growing need to develop a best-practices concept statewide to respond to child abductions and FDLE established child abduction response teams in all regions throughout Florida. Coordinated by local offices of the FDLE, and consisting of law enforcement and child services agencies in their area, FDLE created teams consisting of investigators, analysts, administrative support, forensic experts, volunteer coordinators, Amber Alert specialists, and family services specialists. Once the teams were created, they were trained and involved in practical exercises to build cohesive and seamless investigative units with one goal in mind, the rescue of the child.

In October 2004 the Orlando Child Abduction Response Team was the first team activated in response to the abduction of a child, in Winter Haven, Florida. The child was rescued. Since that time, four other CARTs have been activated in other parts of Florida to respond to abductions. All have been successful. FDLE CART teams are being recognized for their best practices and offering their concepts to other agencies across the United States.

Winners for this year of the IACP/ChoicePoint Award for Excellence in Criminal Investigations is the Florida Department of Law Enforcement Child Abduction Response Teams.



Jim Zimbardi, ChoicePoint vice president, strategic sales; Florida Department of Law Enforcement Commissioner Guy Tunnell, with his wife and granddaughter; three agents representing the Tampa CART; and Chief Joseph Estey, president of the IACP.

Charlotte-Mecklenburg Police Department

The first runner-up for the IACP/ChoicePoint Award for Excellence in Criminal Investigation is the Charlotte-Mecklenburg Police Department's Cold Case Unit.

In April 2003 the Charlotte-Mecklenburg Police Department established a cold case squad to address a backlog of approximately 400 open homicide cases that date back to the 1960s. Initially two detectives and one FBI agent were assigned to the cold case squad, but all realized that three investigators would have a limited effect on the number of cases that could be investigated or resolved. The investigators enlisted the help of three retired FBI agents, a retired New York Police Department captain, and a retired criminal justice professor. They were responsible for reviewing all cases and prioritizing investigations based upon evidence and potential investigative leads for the Cold Case Squad investigators. Other volunteers were recruited to systemically organize each case file before the review by the retired investigators to determine the existence of evidence and original witnesses, and what evidence was still available. To facilitate organizing the files, a simple questionnaire was designed that allowed expedited review of each case and file organization. At the time of the submission for this award in May 2005, 50 cases had been reviewed, 11 cases had been cleared, 12 persons had been arrested for murder, and 12 more cases are under active investigation.

Las Vegas Police Department

The second runner-up for the IACP/ChoicePoint Award for Excellence in Criminal Investigation is the Las Vegas Police Department's Construction Theft Detail.

In early 2004 the Construction Theft Detail detectives were investigating more than 45 thefts of vehicles from various construction sites in the Las Vegas metropolitan area. Normal investigative efforts and surveillance had not led to any suspects. The construction detail enlisted the cooperation of four construction companies to buy specific transmitters and GPS equipment to place in many of their vehicles left overnight on various construction sites, since funding was not available through normal procurement channels in the police department. The four construction companies agreed, and by November 2004 the detectives had made 20 felony arrests and recovered over \$200,000 in property. These arrests resulted in a 400 percent reduction in construction site thefts since November 2004. As a result of the project, all large construction companies in the Las Vegas area have now become participants with the police in installing GPS transmitters in a portion of all their equipment.

About the Award: The IACP/ChoicePoint Award for Excellence in Criminal Investigations is presented to the law enforcement agency, law enforcement unit, task force, or interagency task force in recognition of exceptional innovation and excellence in the area of criminal investigations. The goal of the award is to recognize quality achievements in managing and conducting criminal investigations and to promote the sharing of information on successful programs. The IACP Police Investigative Operations Committee is responsible for reviewing all applications and selecting the award recipients.

For more information call Phil Lynn at 800-THE IACP, extension 324, or write to him at lynnp@theiacp.org.

2006 Application Deadline: June 1, 2006

Indian Country Law Enforcement Section



Lifetime Achievement Award. From left to right: Theodore Quasula, Las Vegas, Nevada, Paiute Tribal Police Department; Edward Reina Jr., director of public safety, Tohono O'odham Nation of Arizona; and Wilber "Bill" Kellogg, chief of police, Pueblo of Isleta, New Mexico.

Indian Country Law Enforcement Lifetime Achievement Award

Chief Henry Pino of the Ak-Chin Police Department, chair of the IACP Indian Country Law Enforcement Section, had the pleasure of presenting lifetime achievement awards to four of the founding members of the section and longtime members of IACP who have served the section and Indian Country for many years. Recipients of the award for service to Indian Country Law Enforcement were Chief Theodore Quasula of the Las Vegas Paiute Tribal Police Department; Edward Reina Jr., director of public safety for the Tohono O'odham Nation of Arizona. Chief Wilber "Bill" Kellogg of the Pueblo of Isleta, New Mexico and James Molash, security director, Prairie Knights Casino & Resort, Fort Yates, North Dakota, was also honored with the lifetime achievement award, however, was not available for the photograph. Their outstanding service to tribal law enforcement was recognized during the Indian Country Law Enforcement Section's Officer of the Year Award Ceremony at the Hyatt Hotel in Miami, Florida.

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Officer Esteban Palacios of the Salt River Pima-Maricopa Indian Community Police Department, winner of the 2005 IACP Indian Country Law Enforcement Section Officer of the Year Award for valor. Behind him is Chief Wilbur "Bill" Kellogg of the Pueblo of Isleta Police Department and chair of the Officer of the Year Committee.

2005 IACP Indian Country Law Enforcement Officer of the Year Award

Officer Esteban Palacios of the Salt River Pima-Maricopa Indian Community Police Department is the 2005 winner of the IACP Indian Country Law Enforcement Section's Officer of the Year award for valor. Acting Chief of Police Karl Auerbach nominated Palacios for the award for valor and courage beyond the call of duty.

Auerbach described the officer's courageous action: "On the morning of November 27, 2004, Officer Palacios was dispatched to a residential structure fire within the Salt River Indian Community. When Officer Palacios arrived at the residence, he observed thick, black smoke pouring out of the house and a young man walking back into the house. Officer Palacios immediately followed the young man into the house only to find that he was searching for his mother, still believed to be in the home. The officer escorted the young man out of the home then reentered the burning house and located the young man's mother in the bedroom trying to extinguish the fire with a garden hose. Officer Palacios escorted the woman safely out of the home just as the fire department arrived upon the scene. Fortunately, the officer, the homeowner, and her son escaped without injury, suffering only from minor smoke inhalation. Officer Palacios's selfless act of courage exemplifies the highest level of professionalism, competence, and dedication to duty as well as the proud traditions of all tribal law enforcement across the country."

About the Award: The IACP Indian Country Police Officer of the Year Award for the United States, First Nations, or Aboriginal law enforcement officers was established in 2001 for the purpose of recognizing police officers who had demonstrated exceptional valor in service to the people of Indian Country. The award can recognize the exceptional valor of a police officer who has, by a conspicuous act or acts, clearly distinguished himself or herself by bravery, heroism, or outstanding courage and has placed the safety and welfare of the people of Indian Country above all other considerations. The award can also be given for outstanding, exceptional service performed by an officer who completed a task or assignment that went beyond the normal call of duty, that served to enhance public safety, encourage community

involvement, or demonstrated an effective use of the culture and traditions of Indigenous people in crime prevention, community-oriented policing, or other projects.

For more information, call Elaine Deck at 800-THE IACP, extension 262 or write to her at decke@theiacp.org.

2006 Application Deadline: August 15, 2006

IACP/Parade Police Officer of the Year

The IACP and *Parade* magazine join forces to recognize exemplary performance in police work. As one of the top law enforcement awards in the country, the IACP/*Parade* Police Officer of the Year Award symbolizes the highest level of achievement among police officers. Ten additional officers are selected for honorable mention awards.



Police Officer of the Year. From left to right: Larry Smith, Parade Magazine; Deputy Sheriff Jennifer Fulford, Police of the Year, Orange County, Florida, Sheriff's Department; IACP President Joseph Estey; and, IACP Immediate Past President Joseph Polisar.

Jennifer Fulford

Deputy Sheriff Jennifer Fulford of the Orange County, Florida, Sheriff's Department, was named 2005 Police Officer of the Year by *Parade* magazine and the International Association of Chiefs of Police for her heroic actions during a shooting.

On May 5, 2004, Isola Allen, 32, was preparing to drive her son Dextin, 8, to school when three men pulled into the driveway, blocking her path. One of them pushed himself into Allen's van and drove it back into the garage. All three then forced her out of her vehicle and into the family's home in Pine Hills, Florida.

Stranded with his two-year-old twin sisters in the van, Dextin reached into his mother's purse and used her cell phone to call 911. Orange County Deputies Dwayne Martin and Kevin Curry responded, followed shortly by Deputy Sheriff Jennifer Fulford, 31, and a trainee. Seeing the police outside, the robbers sent Allen to tell them that everything was all right. Instead, she told them her family was under attack.

Deputy Fulford walked to the garage, followed by Deputy Martin. Seconds later, George Jenkins, 25, appeared behind the van and began shooting at Fulford.

She ducked behind the van and John Dzibinski was in the front, firing across the hood. Dzibinski, 26, hit Fulford in the right knee

and in the left ankle, thigh, and buttock. Meanwhile, Jenkins was still firing from against the wall. One of his bullets hit Fulford in the right shoulder, her shooting arm. She lost feeling in her hand but managed to grab her gun with her left hand and continued firing.

Jenkins stopped firing and began to moan, but Dzibinski continued. Fulford hit him twice in the head and Dzibinski then stumbled out into the driveway, where he shot Deputy Martin in the shoulder. He finally collapsed when Martin managed to shoot him in the leg.

Still on the floor of the garage, Fulford blacked out for a few seconds and then heard a colleague yelling her name. She was rushed to the hospital and treated for multiple gunshot wounds. She recovered even though one bullet remains in her left buttock. She also suffered nerve damage in her right arm and is gradually getting the feeling back.

Deputy Fulford returned to active duty less than four months later, on August 30, and she married in September.

Jenkins died in the garage; Dzibinski died in a hospital eight days later. The third man, Shaun Byrom, then 20, had remained in the house and eventually surrendered.

At the crime scene, police found 341 pounds of marijuana and \$54,000 in cash. The suspects had planned to steal the contraband from Isola's husband, Clinton, who was in Jamaica at the time. Mrs. Allen served two months for marijuana trafficking and agreed to testify against Byrom, who received a life sentence and will be eligible for parole in 10 years, and her husband, who is awaiting trial. The children stayed with relatives while their mother was in jail.

Ten Honorable Mention Awards

Ten officers received honorable mention: Sergeant Richard Plotke of the Chicago Police Department; Officer James Esparza of

the El Paso, Texas, Police Department; Lieutenant David Stone of the Chesterfield County, Virginia, Police Department; Trooper Shaun Smart of the Ohio State Highway Patrol; Officer James Niggemeyer of the Columbus, Ohio, Police Department; Officer Keith Cowart of the Melbourne, Florida, Police Department; Lieutenant Michael Fossum of the Minneapolis, Minnesota, Police Department; Master Officer Steven Graff of the Stuart, Florida, Police Department; Trooper Marion Fletcher of the Massachusetts State Police Department; and Sergeant John Faulis of the Las Vegas Metro Police Department.

About the Award: The IACP and *Parade* magazine join forces to recognize exemplary performance in police work. Recipients are recognized in *Parade* magazine and at an awards luncheon at the annual IACP conference. All sworn, full-time police officers below the rank of chief are eligible. Nominations may be made for exceptional achievement in any police endeavor, including but not limited to, extraordinary valor, crime prevention, investigative work, community relations, traffic safety, drug control and prevention, juvenile programs, and training efforts.

For more information, call Wendy Balazik at 800-THE-IACP, extension 264, or send an e-mail message to her at balazik@theiacp.org.

IACP/ITT Community Policing Award

Since 1998 the IACP, through ITT Industries Night Vision (ITT) and the IACP Community Policing Committee, has recognized law enforcement agencies worldwide that empower officers to work in partnership with local resources to make their communities safe. The Community Policing Award honors agencies and spotlights initiatives that bring law enforcement officers together

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with communities, businesses, schools, and citizens to prevent crime by addressing its root causes.

Estes Park Police Department Population 20,001 or Fewer

The Estes Park, Colorado, Police Department serves a mountain resort community that receives 3 million visitors annually, many of whom enjoy the shops and restaurants of the downtown area. But major problems existed: loud music, illegal drug use, underage drinking, the harassment of tourists, assaults, graffiti and retaliatory vandalism, and threats against business owners who called the police.

The Estes Park Police Department and its community partners responded by implementing new park rules, instituting a foot patrol of the downtown area, building a community skate park, developing a restorative justice program, and bringing officers into schools to teach about constitutional law. As a result, calls for service decreased by 92 percent, juvenile arrests decreased by 100 percent, criminal activity decreased by 94 percent, and satisfaction with the police department rose to an all-time high of 81 percent.

Draper Police Department Population 20,001 to 50,000

Patrolling a rugged, mountainous area in the midst of rapid population growth presented a major challenge to the newly formed Draper, Utah, Police Department. In particular, recreational areas suffered from overuse, damage to vegetation, disrupted waterways, erosion, and litter. The Draper Police Department used a community block grant to form a mobile neighborhood watch and received overwhelming volunteer response from community

leaders, business owners, and church groups. The volunteers were trained to patrol the rough terrain using ATVs, horses, mountain bikes, and foot patrols. As a result, negative impact to the troubled recreational areas decreased by 82 percent, juvenile problems decreased by 40 percent, and thefts decreased by 70 percent.

North Little Rock Police Department Population 50,001 to 100,000

Gangs, drug dealers, and violence plagued North Little Rock, leading to a decrease in property values, the deterioration of historic homes and fear among residents and business owners. The North Little Rock, Arkansas, Police Department formed an alliance with city agencies and the community called the Safe (Support, Abate-ments, Fines, and Enforcement) Team, which offered landlords incentives to improve properties and take legal action against noncompliant tenants. The Safe Team also worked with the landlords to improve the relevancy of city ordinances as well as the level of trust between the two groups. As a result, 95 percent of landlords cooperated and evicted problem tenants, crime rate decreased and property values increased, and new houses were built for the first time in more 50 years.

Royal Bahamas Police Force Population 100,001 to 250,000

The Englerston community in Nassau had become a seat of crime and degradation. The Royal Bahamas Police Force worked with area residents to form a community task force composed of officers, members of local churches, the business community, residents, and reformed gang members. The task force patrolled the

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streets on foot and in vehicles 24 hours a day, seven days a week, leaving criminals little time or space to operate. The task force also worked with the Departments of Social Services, Housing, Environmental Health, and Public Works to improve living conditions. As a result, reported crimes decreased from 15 in 2003 to two in 2004, residents afraid of crime in their neighborhoods decreased from 70 percent to 5 percent, and 90 percent of residents reported having confidence in the police.

Los Angeles Police Department Population of 250,001 or More

To tackle the staggering gang problem in the San Fernando Valley—70 known gangs and 15,000 known gang members—the Los Angeles Police Department formed a partnership with local political bodies, governmental agencies, and community grassroots and faith-based organizations. The partnership focused on providing resources and developing strategy. Their efforts included creating a community resource guide, pairing local sociology and psychology college students with at-risk youth for mentoring, and hosting events that incorporated sports competitions between officers and gang members, food, and entertainment. As a result, overall gang crime decreased by 10 percent, and gang-related homicides decreased to 40 percent of all reported homicides.

Tempe Police Department 2005 Homeland Security Honoree

The Community Policing Award committee recognized the Tempe, Arizona, Police Department in the homeland security category. This department demonstrated how community policing philosophy and practices are integral to terrorism prevention and response. Through involvement, awareness, and action, agencies and communities moved another step closer to winning the war on terror. The Tempe Police Department partnered with an array of partners to form the Citizens Corps Council. Joining the department in the council were business, education, and faith leaders, fire, emergency services and health care agencies, along with elected officials, utility companies, neighborhood watch groups, and local university. The council became the bridge connecting all Tempe public safety volunteer and support groups and also created the Assistance in Disaster (AID) program to organize and mobilize a community response to a natural disaster or terrorist attack. The AID program prescreened, credentialed, and trained volunteers who assist the police department in evacuations, perimeter control, searches, traffic control, missing persons, and evidence preservation.

About the Award: Award entries need to demonstrate the value of community policing to law enforcement agencies as well as to the citizens of their communities. After a rigorous judging process, the winners and finalists emerged as stellar examples of how a strong commitment to community policing can transform the way communities combat crime. To view the details of this initiatives as well as the original entries and results, visit the IACP Web site, www.theiacp.org.



Recognition for Service with IACP Civil Rights Committee. Bobi Wallace (center of photograph) was honored for many years of services with IACP Civil Rights Committee. From left to right: Joseph C. Carter, IACP Second Vice President; Bobi Wallace (retired) Special Agent in Charge, Community Relations, FBI; Mary Ann Viverette, IACP First Vice President



Civil Rights Award. From left to right: Provincial Commander Gwen Strachan, Ontario Provincial Police; Commissioner Gwen Boniface, Ontario Provincial Police, general chair of the IACP Division of State and Provincial Police; and Detective James Owens, Roanoke, Virginia, Police Department.



Special Civil Rights Recognition Awards. From left to right: Sharee Freeman, director of the Community Relations Service, U.S. Department of Justice; and Shanetta Cutlar, section chief, U.S. Department of Justice.

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Practical Vehicle Equipment

By Richard J. Ashton, Chief of Police (Retired), Frederick, Maryland, and Grant/Technical Management Manager, International Association of Chiefs of Police, Alexandria, Virginia



The *Highway Safety Desk Book*, the *Manual of Police Traffic Services Policies and Procedures*, and *Traffic Safety Strategies for Law Enforcement* have become a highway safety trilogy for police chief executives. View the texts at the IACP Web site, www.theiacp.org.

Author's note: The information provided in this article was developed by members of, or special consultants to, the IACP Highway Safety Committee and its Law Enforcement Stops and Safety Subcommittee. Readers are encouraged to review the *Highway Safety Desk Book*, the *Manual of Police Traffic Services Policies and Procedures*, and *Traffic Safety Strategies for Law Enforcement*, as well as the reports of the Law Enforcement Stops and Safety Subcommittee (LESSS) found on the IACP Web site at www.theiacp.org. Select committees, and then Highway Safety Committee or Law Enforcement Stops and Safety Subcommittee, to gain access to the documents.

In 1909 Chief J. H. Haager of Louisville, Kentucky, predicted that the automobile would revolutionize police work and have a profound impact on policing.¹ The police were not the only ones making use of the automobile, however; the American public also was becoming increasingly more mobile, as evidenced by the increase in car registrations between 1900 and 1930 from 8,000 to almost 27 million.² Haager's prediction became true and the automobile is now a major factor in everyone's life.

The IACP Highway Safety Committee, working with police agencies, seeks ways to improve the working environment of police officers. The committee established in 2003 the Law Enforcement Stops and Safety Subcommittee (LESSS). During the 2005 Annual IACP Conference in Miami Beach, Florida, the subcommittee distributed two posters and a video, *Your Vest Won't Stop This Bullet*, intended for departments' use in training to mitigate the perils of traffic stops and other roadside contacts; the subcommittee's efforts continue. A wealth of information is available from the Highway Safety Committee through the IACP Web site at www.theiacp.org and the LESSS Web site at www.patrolvehiclesafety.org.

The performance requirements of police vehicles differ from those of consumer vehicles. Police officers are in their vehicles 10 times more than other drivers, are 1,000 times more likely to be parked at the side of the highway than civilian drivers, and are four times more likely to be involved in a crash than ordinary citizens.³ Moreover, a police vehicle is used in circumstances where high-energy crashes are likely to occur.

A great deal of thought goes into the safety design of today's vehicles. Improper installation or placement of police equipment in the vehicle negates this work.

Production Protocols

Safety improvements in police vehicles are, in part, dependent on the production protocols of auto manufacturers and aftermarket equipment vendors. The Ford Crown Victoria Police Interceptor has approximately 85 percent of the U.S. police vehicle market.⁴ Although the market for police vehicles appears large, fewer than 100,000 units are sold each year, an amount well below auto manufacturers' typical product lines of 200,000 to 250,000 units per year.⁵ Law enforcement does, however, provide a regular, stable source of income for manufacturers even if it constitutes but a small fraction of the market.

Base platforms for police vehicles are similar to those of consumer models, but manufacturers modify police vehicles to increase acceleration, top speed, drivetrain durability, brake capacity, longevity, and charging system output. They also add equipment, such as heavy-duty suspensions and stabilizer bars. But no uniform definition exists for vehicles sold with police packages. Each company determines its own design features, thus making it difficult to effect industry-wide changes. Departments need to consult with vehicle manufacturers when changing those items of equipment around which a police vehicle was engineered, such as tires, for any such change could compromise the operational safety of the vehicle.

Beyond initial police vehicle specifications, there are few guidelines available to either equipment manufacturers or installers of aftermarket equipment. Improperly designed and mounted equipment can become projectiles in crash

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situations and increase the risk of injury to vehicle occupants. Safety equipment, such as occupant restraints and air bags, can malfunction or deploy improperly due to substandard equipment installations.

Aftermarket Equipment

A great deal of thought goes into the safety design of today's vehicles; however, much of this work can quickly be negated by the improper installation or placement of aftermarket equipment in the police vehicle. Items improperly mounted or left unsecured in the interior of the police vehicle can present serious hazards to the vehicle's occupants in the event of a crash or rollover. These items include dashboard-mounted radar sets, laptop computers, equipment consoles, loose items on the rear package shelf or the back seat, shotguns in shotgun locks, in-car video cameras, and other protruding items. Items mounted on the dashboard improperly can be struck by a deploying air bag, in the event of a crash, and can become dislodged, striking and injuring the vehicle's occupants. The Florida Highway Patrol currently requires that all aftermarket installations in the passenger compartment of its vehicles withstand 30gs to prevent secondary impacts to its troopers during collisions. Every radar manufacturer offers a bracket that meets this standard.

When purchasing aftermarket police equipment, ask the manufacturer or the distributor to describe how the equipment was tested and what installation recommendations are available. Require equipment installers to consider carefully where and how each item of equipment is mounted in the interiors of vehicles to ensure that their installations will not impede the proper operation of safety belts or front or side air bag systems and installed equipment will not come loose and act as shrapnel in the event of collisions or rollovers or otherwise pose hazards to the driver or the passengers in the event of collision.

Air Bags

With the advent of air bags on both the passenger and driver sides of modern patrol vehicles, and with the proliferation of other types of air bags, such as door-mounted side air bags and ceiling-mounted air bags, the mounting of specialized police equipment becomes even more difficult. Under no circumstances should these safety devices ever be disconnected, unless the passenger side is disengaged under the condition that there is absolutely no possibility a passenger ever will be transported in the right front seat and procedures are in place to ensure it once

again is operational upon resale of the vehicle. The radio and other equipment should be placed at locations where the officer can readily access them without taking his or her eyes off the road. If that is impossible, then the position selected should be slightly lower so that the officer's sense of touch can guide him or her to the controls needed. Many police equipment manufacturers now produce mounting racks that they claim are compatible with air bags.

Prisoner Transport Partitions

Equipping patrol vehicles with prisoner transport partitions (often referred to as transport cages) and roll bars provides safety for both the officers and any prisoner who is transported. Automotive engineers disagree about whether the installation of vehicle partitions adds needed rigidity to the vehicle or whether it defeats to some degree the vehicle's built-in crush zone, which is engineered to absorb a portion of the energy from an impact. It may be worth compromising the effectiveness of the crush zone somewhat to protect the officer from a prisoner who defeats the restraints and then attacks the officer while the vehicle is in motion. Prisoner transport partitions and side-curtain air bags are incompatible on the 2006 Chevrolet Impala, but both Chevrolet and Ford offer front-seat side-impact air bags that are compatible with prisoner transport partitions. Agencies considering the installation of prisoner transport partitions are encouraged to confer with vehicle manufacturers before installing them.

Items in the Trunk

The trunk of the police car requires special attention, too. Typically, the trunk will contain a crowbar, a shovel, a fire extinguisher, measuring devices, flares, first-aid kits, radio transmitters, in-car video camera controllers, and a variety of other specialized pieces of equipment. Some of these items have sharp edges, are installed with bolts or screws that have sharp edges, or are installed insecurely. In the event of a rear-end collision or a sudden stop, sharp-edged or insecure items can be catapulted forward and can penetrate the passenger compartment or puncture the fuel tank or fuel line, causing injury to the vehicle's occupants or, in the case of ignition, producing a flash fire or an explosion.

Studies of rear-end collisions where the fuel systems caught fire have indicated that in as many as one in three of these incidents items improperly stored in the vehicle's trunk punctured the fuel tank,

and in another one-third a combination of items from the trunk and vehicle components compromised the integrity of the vehicle's fuel system. Of police agencies surveyed by the Arizona CVPI Blue Ribbon Panel, 85 percent said they had no policies or procedures for packing equipment in the trunks of their police vehicles.⁶ Specific suggestions for making the trunk safer are available.

- Install items in the trunk of CVPIs as directed by Ford's trunk installation template that is downloadable for free from www.cvpi.com. Make the template available to persons installing police equipment in the trunks of Crown Victoria Police Interceptors. Ford's publication "Trunk Packing Considerations" accompanies distributed copies of *Your Vest Won't Stop This Bullet*.
- Make certain that items in the trunks of police vehicles are affixed firmly and are secured with fasteners strong enough to withstand crashes, so sharp-edged metal from flimsy clasps installed with inadequate bolts, nuts, or screws cannot puncture fuel system components.
- Ensure that items such as crowbars, jacks and other heavy or sharp-edged items are stored laterally, with the points directed at the sides of the vehicle rather than fore and aft.
- Provide secure trunk equipment containers, such as Ford's Trunk Pack designed for the Crown Victoria Police Interceptor, for the storage of items.
- Cause vehicles' trunks to be inspected regularly by field supervisors to ensure that items are safely stowed.

Planning for the Lowest Common Denominator

When purchasing and installing vehicle markings and lighting systems, it is necessary to consider two factors:

- Planning for the lowest common denominator
- Deciding what message the department seeks to communicate

Planning for the lowest common denominator requires considering the entire audience that the department wants its message to reach. One of the most critical parts of this audience includes those drivers who are impaired, elderly and confused, fatigued, distracted, and young and inexperienced. Also, a department must ensure its message can be seen during the worst possible viewing conditions, the dark and rainy night and the

glaring sunshine.

Even experienced police officers observe that sometimes when traveling in their personal vehicles and approaching several police or other emergency vehicles stopped at the roadside while handling an incident, the overabundance of dazzling, flashing, and pulsating lights makes it difficult for them to determine what is occurring and what they need to do: either to stop or to move safely past the incident. Often, officers directing traffic in dark uniforms without the benefit of high-visibility safety apparel are virtually invisible to drivers but nevertheless are frustrated when their signals are ignored. In some cases, improperly aimed take-down or alley lights that blind oncoming traffic exacerbate these situations.

Some researchers feel that too much lighting may cause a driver to momentarily turn in the direction of the light (the so-called moth-to-flame effect) rather than steer clear of it. If this message confuses even experienced police officers, imagine what it does to the lowest common denominator who may be driving while impaired or legitimately confused.

In recent years, the more-is-better philosophy has governed police vehicle lighting, but it may not be the most effective way to transmit the department's message to its audience. In fact, police vehicles most likely need to send two different types of warnings. The moving police vehicle on an emergency run seeking clearance through traffic needs to say, in effect, "Move over and let me through," while the stopped police cruiser at the roadside needs to say, "There is a hazard in the road, so slow down and move away from me." Two different types of lighting may in fact be required to convey these two disparate messages. Each situation requires that a single, clear message be sent, telling drivers what they are expected to do, because motorist-confusion can place officers at unnecessary risk.

State Patrol Studies

The Florida Highway Patrol and the Arizona Department of Public Safety have conducted experiments with emergency lighting and have made changes to their lighting systems based on the results of these studies. Research in Arizona favored the use of red and blue lights in conjunction with amber lights. That agency also favors rotating halogen lights over flashing strobes or LEDs (light emitting diodes) and multiple instead of single beams. Newer lighting technologies, such as LEDs, seem to hold considerable promise both for visibility without creating glare and for low current consumption where battery drain is a

consideration. Photocells that sense the intensity of ambient light and modify the brightness of lights accordingly, can be helpful. Instructing officers to reduce the intensity of strobe lights when parked at the roadside, especially on dark, rainy nights, can also help reduce motorist confusion.

The California Highway Patrol has an admirable roadside safety record, despite having thousands of cruisers make millions of motor vehicle stops a year on some of the most highly congested and heavily traveled highways in the United States. It favors a minimalist approach to lighting: once the vehicle has been pulled over, only four-way flashers and lights to the rear are used.

Lighting Systems

When attempting to clear traffic on an emergency run, police vehicle lights should feature patterns of light intensity and flashing or pulsating that will quickly catch the motorist's eye without blinding or confusing the motorist. Here is a case where more may actually be better, as long as the message being sent to the lowest common denominator is consistent and simplifies the driver's task of judging the size, speed, and direction of the oncoming emergency vehicle. Thought must also be given to the height of the warning device. It must be positioned high enough that it can be seen in a line of traffic yet low enough to be visible in the motorist's inside rearview mirror, bearing in mind that the traffic mix includes low sports

cars and tall SUVs. However, grill-mounted lights, or those mounted on the backs of outside rearview mirrors, may be used to supplement roof lights to compensate for any loss of visibility.

Strobe Lights: Many departments that patrol areas experiencing considerable fog, rain, or other inclement weather favor strobe lights mounted on the exterior of vehicles. Strobe lights draw less current and are easier on batteries than halogen bulbs. However, unless strobe lights are properly aligned, they can temporarily blind both motorists and officers, and the flashes can interfere with certain sobriety tests. There also have been concerns that strobe lights flashing at quicker rates may trigger seizure-type disorders in some individuals. Devices are available to control the intensity of strobe lights.

Rotating and Flashing Lights: Any type of flashing light, including strobe lights, appears to be most effective when its pattern varies to some degree. Tests indicate that red lights are more visible in the daytime and that blue is more visible at night.

In most jurisdictions, state law controls the color of emergency lights and allocates certain colors to specific emergency services to help drivers distinguish between law enforcement, fire, emergency medical, and highway maintenance vehicles and wreckers.

Fiber-Optic Lights: The availability of fiber optics has made it possible to produce a variety of compact emergency lights that can be mounted in the rear window, on exterior rearview mirrors, and over the front windshield of police vehicles. These lights

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do not seem to produce the same amount of glare as strobe lights. Like strobe lights, they do not require a lot of electrical current to operate and seem to be very effective warning devices.

Takedown and Alley Lights: These lights, when mounted on a cruiser's light bar, enable officers to illuminate the interiors of vehicles during traffic stops, or the areas to the right and left of the police vehicle when checking alleys or commercial establishments. Great care must be taken in the installation of takedown lights to ensure that those lights will not blind oncoming motorists during roadside traffic stops. It is noteworthy that the Florida Highway Patrol activates simultaneously all of the forward-facing red and blue LEDs on its new lightbar, which translates into a nonglare off-white presentation the entire length of the lightbar.

Vehicle Markings

There are many schools of thought regarding the painting, striping, and coloring of police vehicles. Most agencies strive for distinctiveness: departments want their vehicles to be readily identified by the public and to instill a sense of pride in the department and the community. But safety should take precedence over

distinctiveness. Installing high-quality reflectorized markings are an excellent way to increase a vehicle's conspicuity.

Striping should be of a highly reflective variety. The reflectorized areas should be large enough to command motorists' immediate attention; the Arizona DPS used all of the available bumper and trunk space as a billboard, not constraining its efforts to the size and quality of the reflectorized material used in the past. On the rear bumper of the police vehicle, an inverted chevron design similar to a highway barricade transmits the singular message to motorists that there is a hazard in the road ahead, and to drive safely around it.

On the sides of vehicles, it is most effective to outline the doors or the window frames with high-quality reflective materials so that drivers approaching from an angle recognize that what they are seeing is another vehicle and can judge the size of the police vehicle and give it a wide berth. Striping is as important as lighting, if not more so. Striping takes no power from the battery, is effective both day and night, and does not create glare or temporarily blind oncoming motorists. Of course, it is necessary that the vehicle be kept clean, because dirty striping loses much of its effectiveness.

The Arizona DPS found in its tests that the most visible colors for police vehicles are cream, white, and yellow. Statistics gathered by the International Association of Fire Chiefs seem to indicate that lime yellow fire trucks are struck less frequently than the traditional red apparatus.

Radar

In 1992 John M. Violanti's "Police Radar: A Cancer Risk?" concluded that police "officers must limit their exposure to radar electromagnetic fields (EMF) or departments must completely remove radar devices from police vehicles." Violanti's study suggests "a possible link between exposure to EMF and cancer." Quickly, the California Highway Patrol countered the Violanti report with its own studies.⁸ The California Highway Patrol studies concluded that there is no conclusive evidence to prove that the low levels of microwave radiation emitted from police radar devices are dangerous.

It is reasonable, however, for vehicles equipped with radar to include certain safety precautions and to prevent unnecessary exposure of officers to microwave radiation. Current information indicates that modern radar sets emit less radiation than cell phones or portable radios. However, it is still advisable to make sure that the radar antenna is always pointing away from the driver and passengers, and that handheld radar sets are turned off and

stored on the seat when not in use, never in the lap of the driver. All radar equipment in the vehicle should be properly secured to protect the officer in the event of a crash or high-speed emergency operation.

Siren

The Florida Highway Patrol has developed a supplementary siren that uses a low-frequency signal (just above that of the car stereos one easily hears at traffic lights with all windows closed) to warn motorists of approaching emergency vehicles. It is less directional than traditional sirens and has increased by a minimum of 30 percent the distance at which a siren can be heard. Coupled with its new LED lightbar, the supplementary siren will increase the ability of motorists to detect the approach of police vehicles and is intended to increase the safety of all highway users.

The Future

This brief outline of items to be considered when equipping today's police vehicles is designed to help provide a safer work environment for officers. These suggestions resulted from careful thought by working groups of the Law Enforcement Stops and Safety Subcommittee (LESSS), as well as the IACP Highway Safety Committee. The committee will continue its work and report developments through the Police Chief magazine and its Web site, www.patrolvehiclesafety.org. ❖

¹ J. H. Haager, "The Automobile as a Police Department Adjunct" (International Association of Chiefs of Police: Sixteenth Annual Session, Buffalo, N.Y., June 15-18, 1909).

² Bryan Vila and Cynthia Morris, *A Documentary History: The Role of Police in American Society*, (Westport, Conn.: Greenwood, 1999), 91.

³ Ford Motor Company, "Crown Victoria Police Interceptor: Police Officer Safety Action Plan," September 2002; www.cvpi.co.


⁴ International Association of Chiefs of Police, Highway Safety Committee, Law Enforcement Stops and Safety Subcommittee, "Staff Study" (Alexandria, Va.: 2004), 8.

⁵ International Association of Chiefs of Police, Highway Safety Committee, Law Enforcement Stops and Safety Subcommittee, "Staff Study" (Alexandria, Va.: 2004), 8.

⁶ Ford Motor Company, "CVPI Blue Ribbon Panel: Panel Topics-Updated" (2002); www.cvpi.com/trunk_packing_procedures.htm.

⁷ John M. Violanti, "Police Radar: A Cancer Risk?" *FBI Law Enforcement Bulletin* (October 1992): 14-16. Also see Kevin Morrison and Bob Jacob, "Speed Detection: From Mounted Antennae to Laser Technology," *The Police Chief* 67 (July 2000): 42-47.

⁸ Maurice J. Hannigan and Paul E. Crescenti, "The Effects of Police Radar Exposure: Another Perspective," *The Police Chief* 60 (July 1993): 53.



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This listing also serves as a supplement to the IACP 2005 Membership Directory.

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Shared Leadership

Can Empowerment Work in Police Organizations?

LEADERSHIP TEAM LEADERSHIP TEAM LEADERSHIP TEAM

Discretionary authority tends to be greatest at the bottom of the police organization where patrol officers apply laws, policy, and regulations to situations that do not fit neatly into the rulebook.

By Todd Wuestewald, Chief of Police, Broken Arrow, Oklahoma, and Brigitte Steinheider, Ph.D., M.B.A., Director, Organizational Dynamics, University of Oklahoma—Tulsa Graduate College, Tulsa, Oklahoma

For some time, the corporate world has been moving toward more democratic processes in the workplace as companies strive to improve their competitiveness tapping the knowledge, talents, and creativity of their employees. Driven by global competition, technology, information, and compressed production timelines, private enterprise is placing unprecedented stock in human capital. In many respects, the means of production have shifted into the hands of workers, particularly knowledge-workers.¹ In the process, organizational hierarchies have tended to flatten, as autonomous work teams replace managerial levels. Scientific

management theories have gradually given way to more participative approaches that stress employee empowerment and job involvement.

Participative management techniques have reaped great benefits for industry in terms of productivity, quality, and worker satisfaction, but such power-sharing arrangements seem to have found little acceptance in law enforcement circles. At a time when the police have been tasked with implementing proactive, community-oriented approaches to crime, employee empowerment may offer significant advantages over traditional top-down police administration.

Shared Leadership

Shared leadership is known by many names: participative management, employee empowerment, job involvement, participative decision-making, dispersed leadership, open-book management, or industrial democracy. The practices of total quality management (TQM) and quality circles (QC) fall under the umbrella of shared leadership as well. The basic concept involves any power-sharing arrangement in which workplace influence is shared among individuals who are otherwise hierarchical unequals.² Such arrangements may entail various employee involvement schemes resulting in

codetermination of working conditions, problem solving, and decision making.

Shared leadership is, in fact, an old idea. It traces its lineage to Elton Mayo's Hawthorne studies of the Western Electric Plant during the 1920s and 1930s. Worker job involvement became an important aspect of those studies. The idea of job involvement is grounded in the humanist traditions of organizational psychology. Numerous researchers came to the conclusion that work is an important aspect of self-identify and a key element of human motivation and creativity.³

Shared leadership attained renewed interest in the 1980s and 1990s in response to the success Japanese industry seemed to be having with empowerment strategies such as TQM and QC. As American companies steadily became less competitive with respect to labor costs, human assets took on renewed significance in terms of information processing, innovation, and adaptive learning.

Participative leadership approaches take many forms and can run the gamut from informal suggestion systems to direct involvement at the policy and administrative level. Research in both the private and public sectors suggests a wide array of potential benefits of employee involvement in workplace decision making, including improved job satisfaction, commitment, productivity, organizational citizenship behavior, labor-management relations, and overall organizational performance.⁴

Shared Leadership and Police

Police administration gravitated toward a military orientation during a period of intense reform early in the 20th century. A paramilitary police model evolved in response to widespread corruption and political interference that threatened the credibility of U.S. police. In a drive to instill discipline, leaders seized upon authoritarian hierarchy as a bulwark against both political cooptation and low-level corruption. The scientific and bureaucratic management principles of Frederick Taylor and Max Weber were in vogue and found welcome application in the drive to professionalize law enforcement.

Even today, this management philosophy persists, perhaps understandably. After all, control-oriented supervision did succeed in bringing a degree of professionalism to police in the U.S. Many administrators remain protective of this progress and are suspicious of calls for officer autonomy and empowerment. In the face of continued scandals and charges of inequity, police administrators tend to maintain an almost phobic preoccupation with accountability and conformity. But control-oriented approaches fail

to recognize that police work is, and always has been, highly discretionary.

Controlling Police Discretion

The basic paradox of police hierarchy is that discretionary authority tends to be greatest at the bottom of the police organization. This is where patrol officers apply laws, policy, and regulations to situations that do not fit neatly into the rulebook. Further, these discretionary choices are made in the field, removed from the direct scrutiny of management.⁵ It may be somewhat self-deceptive to place a great deal of faith in authoritarian management styles.

Consequently, in addition to accountability measures, police managers should consider methodologies that use the power of employee commitment, organizational culture, peer norms, and values to shape behavior and build motivation.⁶ Further authoritarian management can be questioned in connection with the contemporary police mission and workforce.

An Evolving Mission

A number of observers have lamented the apparent disjuncture between historically autocratic police management approaches and the requirements of community policing.⁷ These critics argue that, by and large, police organizations remain highly centralized in their decision making, structurally vertical, rule bound, and mired in power relationships.

For instance, a 2002 national survey of police departments revealed that although 70 percent of agencies had decentralized some operations in support of community policing, only 22 percent had reduced bureaucratic hierarchy or pushed authority and decision making down in the organization to any significant degree.⁸ This problem is not confined to the United States. A five-year study of police in Australia and New Zealand found that officers felt their organizations were not supportive of them and did not exhibit trust, respect, or recognition of their experience and knowledge in decision-making processes.⁹ Community-oriented policing calls for more inclusive decision making processes in order to foster frontline problem solving and commitment.

Similarly, the current trend toward intelligence-based policing emphasizes problem-oriented strategies to interdict crime and terrorism through proactive intelligence gathering, information analysis, and data-driven resource allocation. In other words, intelligence-based policing stresses timely interpretation of data and adaptive, even innovative, responses by employees. Police organizations are coming to the same conclusions as their civilian counterparts: mission success is

increasingly dependent upon frontline human resources.

An Evolving Workforce

Workforce trends and labor union issues are also pressuring for a reassessment of traditional police management practices. Today's law enforcement officers and civilian employees are far more knowledgeable and sophisticated than at any time in the history of policing. Certainly, educational and training standards have risen, generational differences are creating new challenges, and police unions are asserting themselves in new ways.

Workers of the new millennium are better educated, technologically savvy, and adept problem solvers; they are both team players and more likely to question authority.¹⁰ Managing these new employees requires less directing and more coaching and consultation. Unions are also changing the landscape for policing in ways that call for new management approaches.

Unions in the private sector have been on the decline, but public-sector unionism is growing, particularly among police.¹¹ Although police unions are local and individual in character and may vary widely, national umbrella organizations tend to advocate adversarial tactics that rely on formal, legal redress of grievances. Police unions have also become increasingly political, endorsing and actively campaigning for candidates at the local, state, and federal level.¹²

Researchers have found that police unions can strongly influence the police role. Unions tend to emphasize law enforcement functions over service delivery. They have also experienced considerable success in preserving officer discretionary authority.¹³ Some researchers and union officials point out that buy-in from unions is essential to community policing initiatives, as they hold considerable veto power.¹⁴

Shared Leadership in the Broken Arrow

Some police agencies have experimented with various aspects of employee participation. One such agency is the Broken Arrow, Oklahoma, Police Department (BAPD). The BAPD employs 164 full-time employees and provides a full spectrum of police services to a metropolitan community of 91,000 in north-eastern Oklahoma. Since 2003 the agency has had participative management in the form of a cross-functional steering committee called the Leadership Team.

The BAPD Leadership Team was conceived as a way of incorporating frontline personnel into the important decision-making processes of the department. Comprising 12 individuals

representing the labor union (the Fraternal Order of Police, or FOP), management, and most of the divisions, units, ranks, and functions in the department, the Leadership Team's bylaws established it as an independent body, with authority to effect change and make binding decisions on a wide range of policy issues, working conditions, and strategic matters. Sworn and nonsworn members of the team are selected by a variety of methods, including direct appointment by the department administration and open election by peers.

Membership on the Leadership Team was never based on rank; and the team's composition has become more representative of the lower echelons of the department. Notably, the chief's office is not represented on the team and all decisions are made democratically. The chief of police retains control of the team's agenda, but once an issue is referred to it, its decisions are considered final and binding on all concerned.

Leadership Team Takes Form

The first two years of the BAPD Leadership Team were a whirlwind of activity, as it took on a series of difficult issues. Essentially, the team created new policy on how the agency recruits, hires, evaluates,

disciplines, rewards, and promotes its people, and how it uses force, drives its cars, trains its officers, and protects their well-being. The team took on nearly every issue that typically causes problems for police agencies. Additionally, the team improved process, streamlined procedures, and aided in problem resolution.

At first, the team required expert training for the job it was to undertake. Consequently, specialists in organizational dynamics from the University of Oklahoma-Tulsa were retained to conduct training in team interactions and communications. This comprehensive training phase was crucial to team development and was later cited by members as integral to its productivity and overall success.

Assessment

Police departments are generally good at implementing programs but often fail to adequately assess outcomes. In the case of the BAPD Leadership Team, the determination was made to do a thorough assessment of the program. The agency needed to know whether its experiment with shared leadership was worth the investment in time, money, manpower, and energy. The administration also wanted to know what outcomes, if any, might be observable with respect to workforce mo-

tivation, labor-management relations, and productivity. Researchers from the University of Oklahoma-Tulsa conducted the assessment.

Shared Leadership Outcomes

University researchers were fortunate to have data from a previous BAPD employee survey dating from 2002, prior to the adoption of participative management practices by the agency. This original survey was conducted by the police labor union to assess officer opinions on a wide spectrum of managerial issues. Researchers then replicated this survey verbatim in 2005 and added questions assessing employee organizational commitment, perceptions of organizational support, and the performance of the Leadership Team. In this way, it was possible to conduct an item-for-item comparison between the 2002 and 2005 surveys. Essentially, the idea was to compare the two surveys in a pretest-posttest fashion, with participative management practices as the intervention.

In addition, researchers conducted interviews with Leadership Team members as well as employees not directly associated with the team. These employees were both sworn and nonsworn, management and rank and file, union and nonunion. They

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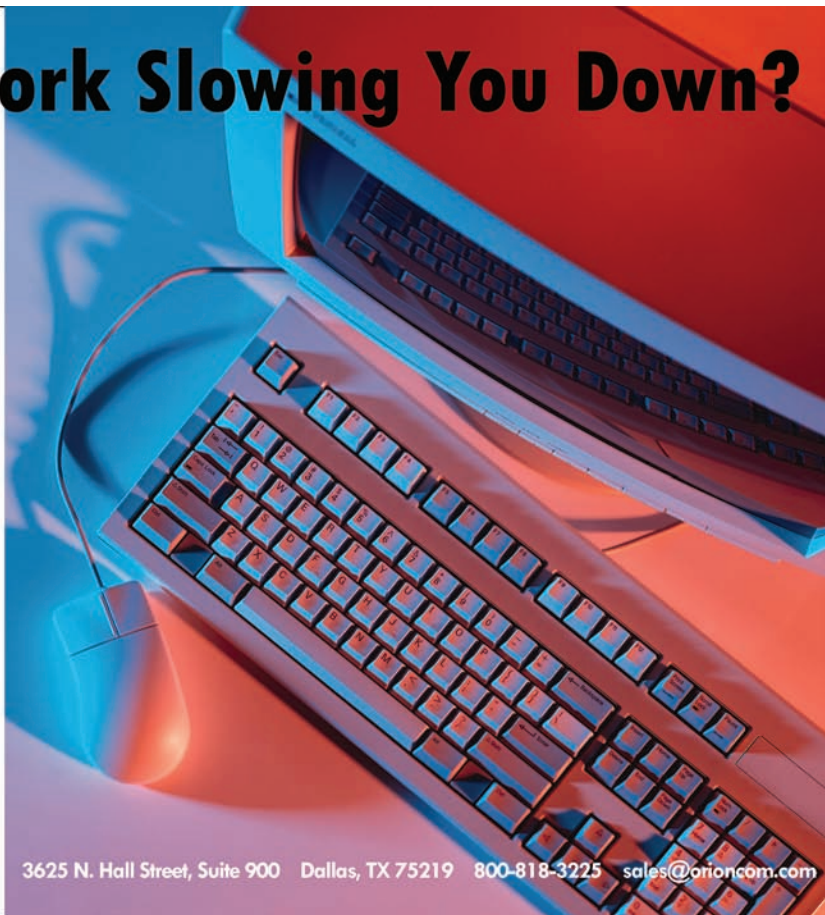
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were queried on a variety of issues relating to the performance of the Leadership Team, their reactions to the new participative approaches, and their feelings about their relationship with the organization and the administration.

The results of the quantitative comparison revealed dramatic improvement on nearly all indicators between 2002 and 2005. Figure 1 displays these changes for an array of criteria affecting employee relations. All variables, such as handling of discipline, promotions, hiring, recognition,

rewards and incentives, showed statistically significant improvement.

Various motivational factors showed similar unilateral improvement between 2002 and 2005. These factors included the BAPD mission, pride in the agency, trust of supervisors, employee input, and relations with the community. Other positive trends included dramatic improvement in communications across all levels of the organization and improved opportunities for training and personal development. Interestingly, officers exhibited

more positive attitudes toward the department's community policing mission in 2005 than they did in 2002. Figure 2 depicts these motivational changes.

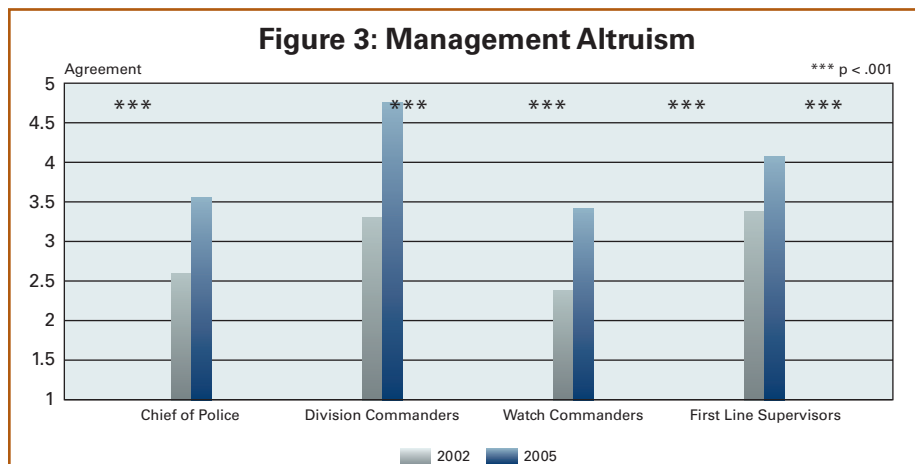
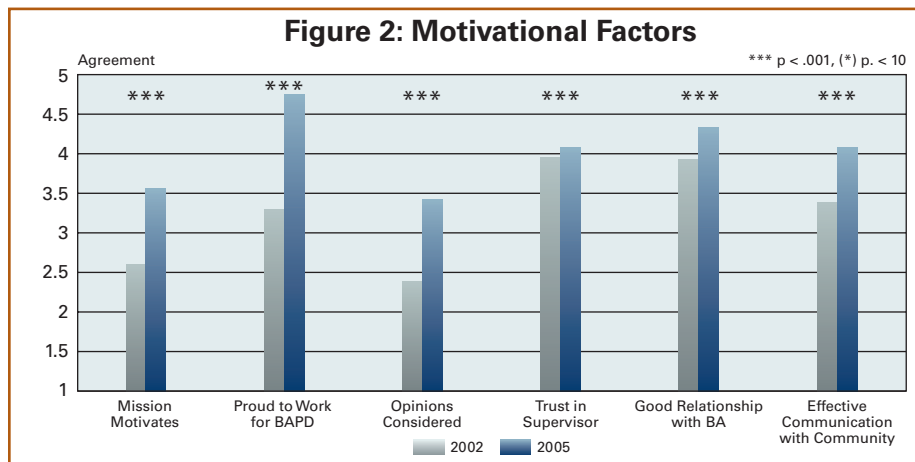
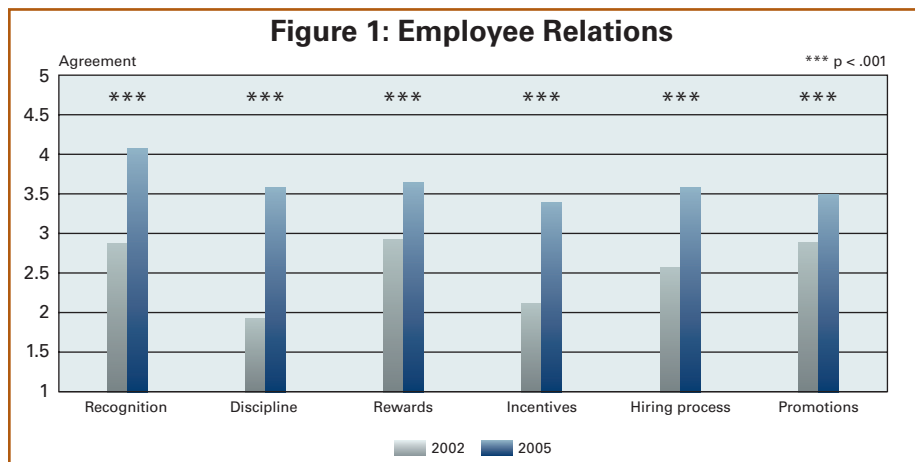
In addition, figure 3 depicts a near reversal of formerly negative employee assessments of management. Officers were asked whether managers were inclined to place department needs over their personal agendas, that is, the perceived organizational altruism of managers. In 2002 officers were very likely to ascribe egotistical motivations to the actions of management, particularly as rank increased, an inverse correlation. In 2005 this trend was erased and replaced with positive assessments of the department's upper ranks, equal to or even superior to that of first line supervisors. This may be an indication that employees see participative leadership as an expression of trust between upper management and line officers.

Shared Leadership and Organizational Commitment

The assessment of the BAPD workforce found high levels of organizational commitment in the agency as well as positive levels of participation and perceived support. Further, a positive correlation was found between all these factors. That is, respondents who scored high on items related to their ability to participate also tended to view the organization as supportive and exhibited a high degree of affective commitment to the department. The researchers believed that the ability to participate in decision making tends to elicit a reciprocal response from employees whereby they feel more supported by and attached to their organization.¹⁵

This hypothesis was further supported by employee interviews, in which recurrent themes were detected from both officers and civilians at all ranks. The opportunity to participate in important organizational decisions was seen as an expression of trust, which tended to build loyalty to the department and its initiatives. Some expressed the feeling that participation equated to a degree of ownership in the organization and its goals.

Organizational commitment is an important factor in the police workforce. In the public sector there is relatively little opportunity for providing employee incentives beyond the base salary. Public enterprise generally lacks the ability to offer monetary rewards in the form of raises, bonuses, or profit sharing. Consequently, public managers must rely on affective factors, such as pride, duty, and commitment to instill a positive work ethic in employees. Unions, civil service protections, and the inherent discretionary nature of police work tend to



insulate police officers from both sanctions and incentives. If police officers choose to work hard, they do so out of their individual work ethic and group norms. This can have important ramifications for police initiatives and productivity.

Shared Leadership and Productivity

Some of the literature on participation suggests that empowerment may translate into increased productivity.¹⁶ Archival data, in and of itself, will not establish this link, since many factors may affect discretionary police productivity. Nevertheless, for discussion purposes, certain discre-

tionary indicators were examined for the BAPD case study. These included arrest and citation rates, field interviews, and investigation clearance rates.

Arrest and citation rates tend to be highly discretionary and indicative of proactive enforcement practices.¹⁷ Similarly, field interview reports are a proactive, discretionary tactic officers employ during citizen contacts where they have detected suspicious activity of one kind or another.¹⁸ On the investigative side, BAPD case clearance rates were compared over a five-year period on the assumption that case clearance may generally indicate

investigative diligence.

Examination of five years of BAPD archival data yielded some interesting statistics with regard to productivity. Calendar year 2004, the first full year of shared leadership within the BAPD, was compared with the mean value of the preceding four years. This analysis revealed that arrests of all types increased 24 percent in 2004, traffic citations rose 6 percent, field interview reports were up 51 percent, and BAPD detectives cleared 34 percent more cases than in preceding years. What is remarkable about these statistics is that Broken Arrow's UCR crime rate actually dropped 5 percent for part 1 crimes in 2004.

After the department implemented participative management, a number of critical indicators of proactive, discretionary police action increased in comparison with previous years. When asked about this phenomenon, several employees referred to the "happy chicken syndrome," which is a way of saying that satisfied workers produce better work. It is also noteworthy that citizen complaints dropped 56 percent in 2004 versus the mean of the preceding four years.

Shared Leadership and Labor Relations

An important question associated with participative management is whether it contributes to improved relations between labor and management. Research in fields outside law enforcement suggests that such outcomes might be possible.¹⁹ Since the police union's own questionnaire, which assessed union member attitudes toward a wide array of workplace issues, was used for both surveys, any statistically significant difference between the two would be indicative of a change in labor-management relations.

The results of this analysis did indeed reveal change in unionized police officer attitudes on a variety of factors in 2005. Officer opinions of management, organizational communications, employee relations, motivation, participation, support, and commitment all improved significantly. All mean values reached well into the positive range and exhibited a near ceiling effect in some areas. This was in stark contrast to the 2002 data.

Further, hierarchical multivariate regression analyses suggest that this change was at least partially due to the agency's shared leadership philosophy.²⁰ Unionized employee involvement in decision making apparently enhanced their sense of support from, and commitment to, the organization.

This conclusion was supported by interview data with BAPD administration



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Probably the most difficult aspect of undertaking a participative approach to management is for senior executives to make the personal commitment to accept the decisions of others.

and labor officials. Common themes emerging from these interviews included comments about role reversal, improved communications and dialogue, and win-win mindsets as well as frequent references to the big picture in decision making. Union representatives expressed the sentiment that actual participation on the Leadership Team, beyond mere awareness of its existence, tended to foster trust in the administration. For their part, managers indicated that their Leadership Team experience caused them to be more aware of union priorities and concerns. It

is also noteworthy that during this same period no union grievances of any kind were filed, an anomaly for the agency (nor have any been filed since inception of participative management, a period of nearly three years).

Lessons Learned

Probably the most difficult aspect of undertaking a participative approach to management is for senior executives to make the personal commitment to accept the decisions of others. Police leaders are capable,

gifted warriors, adept at surviving both the street and the political arena. To expect that once on top they should turn around and relinquish a good portion of their power is perhaps asking too much. Yet this is precisely what must happen if officer empowerment is to have any real meaning.

It was critical to the success of the BAPD shared leadership philosophy that the chief's office totally supports all Leadership Team decisions. In keeping with the ground rules, only issues that violated labor laws or city regulations or unduly exposed the agency to civil liability would not



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be accepted. Instances in which senior managers doubted a Leadership Team decision on other grounds, yet lent their support regardless, became milestones of trust and confidence for the agency. In the end, such decisions were usually vindicated because they proved to be sound choices based on the firsthand knowledge and insights of those closest to the work.

It was also important that the team be given real issues to deal with. Trivial busy-work would have been seen as a facade by all concerned. Ironically, as reciprocal trust was established, efforts to diffuse power in the BAPD tended to strengthen the authority and legitimacy of the chief's office.

The initial results of the Broken Arrow Police Department case study in shared leadership are encouraging. The degree to which similar outcomes might be expected in larger or differently situated police agencies is as yet unexplored. At the very least, the present study extends the current body of research on employee participation to the law enforcement field.

Building Leaders

An unintended outcome of the BAPD Leadership Team experiment has been the degree to which the program grooms future leaders. In effect, the team has become a crucible of leadership in which

rank-and-file employees take on far greater authority much sooner in their careers than they otherwise might. A disproportionate number of Leadership Team graduates have gone on to test for and achieve promotion, assume leadership positions in the union, or obtain informal leadership status among their peers. With regard to external issues, Leadership Team grads have consistently become more engaged in city and community issues generally.

The communications and interpersonal skills individuals learn and apply in the process of making collaborative, department-wide decisions has a maturing affect on those involved. The leadership skills they take with them when they leave the team pay dividends for them personally and for their department.

Shared Leadership and Community Policing

The community-oriented policing (COP) paradigm has been dogged generally by inconsistent commitment from rank-and-file patrol officers. Community policing proponents tend to place the nexus of the problem at the apparent disconnect between traditional hierarchical police management and the COP imperative for line officer empowerment. The

other major obstacle for COP involves getting beat officer buy-in for a more holistic problem-solving approach to police work. Employee empowerment may be a useful strategy on both counts.

Whether through formal structures such as a Leadership Team or more informal approaches, employee inclusion has the potential to improve decision making, foster ownership, and overcome line officer resistance to community policing and change in general. This was demonstrated in the BAPD case by both quantitative and qualitative data that indicated employee internalization of the department's community policing mission following implementation of empowering strategies. It seems that participation provides officers with greater latitude and authority, while commitment fosters greater acceptance of agency goals, including COP.

Morale and Organizations

As reported here, the research suggests that participative police administration can help make employees feel more valued and supported by their organization, more committed to its objectives, can cultivate better labor-management relations, and may even promote greater productivity. It also suggests that inclusion promotes communication at all levels and helps bridge



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the traditional schism between management and line officers. But even if inclusion and empowerment did nothing more than raise morale it would be worth the investment. Morale is a simple concept but an important one that we police leaders sometimes overlook. Whether through shared leadership or other strategies, police administrators would do well to attend to the affective and intangible qualities that define morale in their organizations. ❖

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⁶J. Wilson, *What Government Agencies Do and Why They Do It* (New York: Basic, 2000).

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¹⁵N. Van Yperen, A. van den Berg, and M. Willering, "Towards a Better Understanding of the Link Between Participation in Decision-Making and Organizational Citizenship Behaviour: A Multilevel Analysis," *Journal of Occupational and Organizational Psychology* 72 (1999), 377-392.

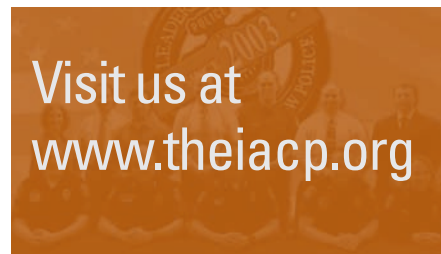
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²⁰Officer participation in decision making strongly predicted feelings of organizational support (r2 = .62), which, in turn, predicted a significant portion of the variance in organizational commitment (r2 = .36).





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9	Global Training Academy, Inc. 800.777.5984 www.globaltrainingacademy.com	19	16	Mohawk Ltd. 800.225.6642 www.mohawkltd.com	21	31	VisualLock Inc. 800.935.4171 www.visuallock.com	20
10	IACP/IACPNet 800.227.9640 www.iacpnet.com	CV3		National Training Center of Polygraph Science 800.643.6597	36	32	W. L. Gore & Associates, Inc. 800.431.4673 www.goretex.com/because	25
	IACP/2nd IACP Sub-Saharan Africa Executive Policing Conference 800.THE.IACP www.durban.gov.za	CV4	17	Northcentral University 866.776.0331 www.ncu.edu/Law_Enforcement/	41	33	Wilson Estes Police Architects 913.384.1115 www.policearchitects.com	54
	IACP/Membership Application 800.THE.IACP www.theiacp.org	29	19	Nova Southeastern University 954.262.7001 www.cji.nova.edu	23	34	Wright Computer Products 800.367.4216 www.wcp-usa.com	37
	IACP/Policy Center 800.THE.IAC www.theiacp.org	28	20	Orchid Cellmark 800.DNA.TEXT www.orchidcellmark.com	52		Position Open: Boca Raton, FL 770.449.4656 www.boca-raton.fl.us	37
	IACP/Training Keys 800.THE.IACP www.theiacp.org	28	21	Oregon Aero, Inc. 800.888.6910 www.OregonAero.com	41		Position Open: Dallas, TX www.dallascityhall.org	54
	IACP/Volunteers in Police Service 800.THE.IACP www.theiacp.org	53	22	Orion Communications, Inc. 800.818.3225 www.orioncom.com	50		Position Open: Pasadena City College 626.585.7257	44
	IACP/Section Membership Application 800.THE.IAC www.theiacp.org	60	23	Panasonic Computer Solutions Company 800.662.3537 www.panasonic.com/toughbook/ lawenforcement	3		Position Open: Venice, FL 770.449.465 www.venicegov.com	21

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For advertising information, call Steve Currie, The Coy Group at 877-247-7142

The *Police Chief* keeps you on the cutting edge of law enforcement technology with monthly product announcements. For free in-depth information, visit us at <http://www.theiacp.org/freeinfo>, or circle the appropriate Reader Service Numbers on the Reader Response Card (adjacent to the index of advertisers in this issue), and fax or mail the postage-paid card today. Items about new or improved products are based on news releases supplied by manufacturers and distributors; IACP endorsement is in no way implied.

Roadside message boards

Precision Solar Controls (PSC) introduces new product literature on its solar message centers, which use solar power and LED technology and allow users to change the message on display by sending a message through their cell phone. PSC offers three different solar message board models: the SMC 1000 solar message center, the SMC 2000 full-matrix solar message center, and the SMC 3000 miniature solar message center. Accessories include an NTCIP base station, a radar antenna, and a pintle hitch. For more information, circle no. 204 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

License plate security image

3M's Traffic Safety Systems Division announces the 3M Ensure Virtual Security Thread (VST), a product is designed to make it harder to alter or illegally duplicate vehicle license plates and make it easier for police officers to detect fraudulent tags. The Ensure VST incorporates an indelible, three-dimensional mark into reflective material that is designed to be nearly impossible to duplicate. The wavy pattern appears to float in the material. The Ensure VST is engineered to allow law officers to see the thread and verify a plate's authenticity in both daylight and under nighttime reflective conditions.

For more information, circle no. 205 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Federal relief fraud investigation software

Memex Inc. announces the availability of ConTracker, a software application designed to provide intelligence support for law enforcement agencies combating fraud and exploitation of federal relief programs.

ConTracker is engineered to provide intelligence functionality in compliance with federal and local regulatory guidelines. ConTracker focuses on the collection, management, analysis, and dissemination of information pertaining to suspected scams related to disaster relief efforts. ConTracker is also designed to help law enforcement agents at federal, state, and local levels cooperate with other agencies to combat scams related to disaster relief efforts.

For more information, circle no. 206 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo



Personal transport device

Segway Inc. announces the introduction of the Segway Human Transporter (HT) i180 police package. The police package is based on the Segway HT i180 with lithium-ion (Li-Ion) batteries and is designed to include a complete set of accessories to enhance patrol and community policing applications of the Segway HT. The i180 police package includes a handlebar guard, a quick time-out key, reflective trim, a comfort mat, a handlebar bag, a cargo system, and an LED tail light.

For more information, circle no. 207 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

An advertisement for Precision Solar Controls. At the top, the text reads "Precision Solar Controls" in white on a black background, with a logo for Precision Solar Controls Inc. to the right. Below this, a curved banner contains the text "a Full Line of Innovative Products for Work Zones". In the center, a solar message center is shown with the words "SOLAR MESSAGE CENTERS" displayed on its screen. The background is a bright, glowing sun. At the bottom, the text reads "Redefining Safety in an Environmentally Friendly Manner" and "3-Line Text • Full-Matrix • Mini Message Boards".



Warning light

Nova Electronics Inc. announces the Bull LED, a compact, high-intensity LED warning signal designed to fit a wide range of law enforcement vehicles. The Bull LED is designed to be compact and waterproof and engineered to be mounted to any surface. Featuring the latest in LED technology, the Bull LED contains three high-intensity, one-watt LEDs and customized optics that provide a wide-angle beam pattern. The Bull LED can be synchronized with up to 20 additional Bull LED heads to form a warning signal system. The Bull LED is available in all four safety colors: amber, blue, red, and white.

For more information, circle no. 208 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Radar sign

Decatur Electronics Inc. announces its On-Site 200 radar dolly sign, which is designed to provide cost-effective speed and traffic monitoring solutions for police departments. The OnSite 200 radar sign unit is designed to mount on a portable dolly system for quick and easy deployment. It features 18-inch-high full matrix LED characters legible up to 1,000 feet and provides options for speed and safety monitoring of traffic flow. The OnSite 200 features tubular construction, offers a see-through design for safety, and includes a K-band approach-only radar antenna that detects vehicles up to 1,500 feet away. The message can be changed to alert readers to school zones, crosswalks, parking lots, public events, Neighborhood Watch organizations, and short-term construction sites. The OnSite 200 may be combined with the optional EZ Stat traffic data package.

For more information, circle no. 209 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Uniforms

Perfection Uniforms announces that the New Tradition Series of police uniforms featuring the VISA System 3 moisture management and the Perfection stretch-and-support waistband are now available through Galls and will be featured in upcoming catalogs. Perfection also introduces its new logo, which bears the trademarked phrase "Pride through Performance."

For more information, circle no. 210 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Armored vehicle

Autoliance announces the the MAT-V, a multipurpose armored tactical vehicle designed for public safety use during all types of emergency situations. The MAT-V's armor, which is made of polyethylene fiber and titanium grade-2 sheeting, is designed to meet NIJ level 3 standards. The vehicle features a 6.5-liter turbo diesel V8 engine, a body made of aircraft aluminum, and four-wheel independent double A-frame suspension with open-end coil springs and hydraulic shock absorbers.

For more information, circle no. 211 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Web investigation software

AdZone Research Inc. introduces NetGet, a computer program designed to find the presence of clandestine communication buried in virtually any Internet file. It is designed to track and identify pirates from around the world who illegally sell movies online and to monitor chat rooms and Web sites and provide law enforcement with crucial investigative data in the areas of home-

land security, online sexual predators, gang activity, missing persons, and fugitives.

For more information, circle no. 212 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Handheld computer

DAP Technologies announces Microflex Solutions Security (MS Security), a customized solution designed to combine DAP's rugged handheld mobile computer, the Microflex CE3240, with an integrated smart card reader, fingerprint scanner, and barcode reader. The result is a powerful handheld mobile computer fully loaded with all the tools required for identification validation at secured locations. Weighing only one-pound, the ergonomic CE3240 handheld features an Intel XScale PXA255 400-megahertz processor, 64 megabytes of RAM, ample memory to store and retrieve identification data and facial images; high-brightness TFT QVGA screen, and an ergonomic 22-key keypad to enable personal identification number entry. It is designed to withstand drops, vibrations, and fluctuating temperatures, including extreme cold and heat, and to be dust- and waterproof.

For more information, circle no. 213 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

Photogrammetry system

Panoscan announces the introduction of PanoMetric, a photogrammetry system that is designed to measure inside panoramic images with accuracy to a fraction of an inch. The system, which includes both hardware and software, is designed to eliminate the need for time-consuming physical measurement of indoor and outdoor spaces. To use PanoMetric, the investigator chooses two common points in two images, and PanoMetric is engineered to deliver an accurate measurement almost instantly.

For more information, circle no. 214 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

A New Year for Traffic Safety

By Joel Bolton, Lieutenant,
Lake Charles, Louisiana,
Police Department

The start of a new year presents an opportunity to reevaluate issues in our agencies, resolve to make changes, and get fresh starts on old topics.

Traffic safety in your community should be high on your list of priorities as you seek to serve and protect better in 2006. A great place to start is by reviewing how you anticipate, evaluate, and respond to problems and opportunities to improve the safety of the motoring public in your community.

The goal of a good traffic safety program is simply to save lives and prevent injuries. Putting a comprehensive program into action involves several basic considerations that, when taken together, will pay big benefits: adopting sound policies and guidelines; training your officers; educating your community; recognizing exceptional actions by employees and others; aggressively enforcing safety belt, alcohol, and speed laws; and evaluating where your problems are and how well you respond.

Policy and Enforcement Guidelines

At this point, nearly every agency has a policy that requires safety belt use by employees. While many of those policies contain similar language to help protect officers, the difference among agencies is how the CEO and commanders show their support for that policy and how aggressively supervisors enforce it. Our officers are no different from others in that they expect the people they respect to model good behavior, and some need a little reminder from an authority figure occasionally.

Also important are guidelines on enforcement of traffic safety laws. These guidelines should go beyond the how-to of running a special detail or making an impaired-driving arrest. There should be a clear statement of the level of importance the agency places on enforcement of alcohol, speed, and safety belt laws.

The International Association of Chiefs of Police has developed model policies and guidelines for your use. Compare these models to your current policy statements to look for possible areas of improvement.

Training

Frequent training is an excellent way to reinforce the importance of traffic safety while providing officers the skills and abilities to effectively enforce the law. Whether in a classroom, shift briefing, or field training format, recurrent training helps keep employee's knowledge of current laws, policies, technologies, and techniques up-to-date. Better cases are presented for prosecution and officers are more comfortable with enforcing the law. Knowledge gained through training carries over into public education work.

The National Highway Traffic Safety Administration has developed a number of training courses specifically for law enforcement. You are probably familiar with many of these, such as standardized field sobriety test training. There are also courses on recognizing drug-impaired drivers, safety belt enforcement, public information, and other topics. Contact your state highway safety office for information on current training opportunities.

Public Information and Education

Police officers are highly respected as sources of accurate information when it comes to personal safety. That, combined with the fact that officers deal with the causes and the often tragic aftermath of motor vehicle crashes daily, makes educating the public about the importance of safe driving a natural fit for a police agency.

Community education is most effectively accomplished by using a combination of opportunities. Electronic and print media present the means to reach many people with your message. Departments can gain access to mass media through printed media releases, press conferences and events, or making knowledgeable staff members available for interviews.

The national enforcement campaigns around holiday periods present excellent opportunities to localize the traffic safety message and take advantage of media work done nationwide. Campaign planners often feature ready-to-use press releases, talking points, and suggestions for editorial page comment that you can adapt to local use.

Time and space limitations, however, often have an unfortunate result: less than what you needed to say makes it into print or onto the airwaves. Avenues to better control your message are afforded through face-to-face events such as civic club presentations, employee safety meetings, and school group activities. Displays at community fairs and festivals are also effective means of getting your message out while improving your department's image. Develop your own brochure or use fact sheets from national organizations to help communicate the information.

Remember, also, that you are not always the only effective spokesperson for traffic safety. While your commitment and vocal support are critical to getting the message out, there are other voices in your community that can speak with great impact about the lifesaving effects of safety belts or the importance of sober driving. Crash victims who survived because they were properly buckled can tell a convincing story. Communicating the story of those impaired driving deaths that we failed to prevent also are meaningful reminders not to drive after drinking. Don't forget other advocates and allies who have an interest in injury prevention, such as emergency room doctors and nurses.

In this space next month, we'll look at the remaining three areas of a comprehensive traffic safety program: recognition and awards, enforcement, and effective evaluation. If your department is already working in all these areas, congratulations! Please consider communicating what you're doing through the IACP National Law Enforcement Challenge, a fun way to share program ideas that work, while earning the opportunity to win great prizes. The application form is available online at www.theiacp.org. ♦

IACP Section Membership Application

IACP Membership is a prerequisite for Section Membership.

Name: _____
 Title/Rank: _____
 Agency: _____
 Business Address: _____
 City, State, Zip: _____
 Business Phone: _____ Fax: _____
 E-mail: _____
 Web Site: _____
 IACP Membership #: _____
 Signature: _____

- I am currently an IACP member and would like to become a member of the following section(s).
- I am not currently an IACP member but would like to become one, as well as a member of the following section(s). I have completed an IACP membership application in addition to my section application. *(If you need a membership application form, please call 1-800/THE IACP.)*
- Drug Recognition Expert Section\$25
- Indian Country Law Enforcement Section.....No charge
- International Managers of Police Academy and College Training Section.....\$25
- Law Enforcement Information Management Section.....No charge
- Legal Officers Section.....\$35
- Police Physicians Section\$25
- Police Psychological Services Section.....*(initial processing fee) \$10*
(Must be licensed psychologist. Applications are reviewed and voted upon at the annual meeting. Upon admission to the section, \$25 annual dues will apply.)
- Public Information Officers Section\$15
- Public Transit Police SectionNo charge
- Railroad Police Section.....No charge
- Retired Chiefs of Police SectionNo charge
- State and Provincial Police Retired Officers Section.....No charge
- State and Provincial Police Academy Directors Section.....No charge
- State and Provincial Police Planning Officers Section.....No charge
- University / College Police Section\$50
(\$15 for each additional member from same institution)

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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.

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.

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.

Public Information Officers Section

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.

IACP Division of State Associations of Chiefs of Police News

Free Crime Prevention Training

The Bureau of Justice Assistance has awarded a grant to SACOP for the development of crime prevention training to be delivered to ten state association conferences by September 31, 2006.

A committee of SACOP members from the Smaller Department Section and the IACP Crime Prevention Committee will develop this training. This committee will design and develop a three-hour training session that will demonstrate the necessity of crime prevention as an integral part of agency operations and provide tools to begin the process. The training will illustrate the link between homeland security and hometown security. The approach is law enforcement-centered and geared to chief executive officers.

This three-hour training session is offered to 10 state associations for use at their conferences. It is offered on a first-come, first-served basis and is free of charge. Five associations have already requested this training. It will be piloted at the SACOP midyear conference (March 4-7, 2006, in Alexandria, Virginia) and will be available for presentation after its debut.

To foster the community partnerships that this training advocates, associations taking advantage of this training will be asked to provide a local or state crime prevention organization booth or material space at no cost. Though the training is law enforcement-designed and-delivered, the state conferences provide a good vehicle for community crime prevention groups to gain exposure and encourage partnerships.

Local Impaired Driving Enforcement Study

Under a grant funded by the National Highway Traffic Safety Administration, SACOP undertook a nationwide project to measure the level of local and municipal agencies' support for and participation in impaired driving enforcement efforts. While focused

primarily on local law enforcement, the questionnaire was also open to state police agencies, university police, sheriffs, and others that are involved in traffic enforcement.

Between February 17 and March 28, 2005, SACOP solicited participation from the state associations and their members. A total of 2,076 usable responses were received through the Internet, and every state in the nation is represented. Each state association has received a report that shows results for that state and shows how the state compares to others in its SACOP region and to the nation as a whole. All state results are posted on the IACP Web site, at www.theiacp.org, under current projects of the divisions, sections, and committees.

Printed copies that contain data for all 50 states and the SACOP regions are available on request.

Due to the success of the questionnaire and the responses, NHTSA has awarded another grant to SACOP to develop the information from the study and conduct further traffic safety and impaired driving initiatives. The next phase of the project will involve contacting responding agencies to gather more detailed information on identifying successful strategies for sustained DWI enforcement and barriers preventing that enforcement.

Study Reviews Police Recruitment and Retention Challenges

Local police agencies struggling to attract and retain high-quality law enforcement officers should develop long-range planning strategies to help meet their future labor needs, according to a Rand Corporation report. The study says local police agencies are usually focused on near-term objectives, such as daily staffing and mandatory training requirements. But to better adapt to new homeland security duties and a changing labor force, police agencies should also develop plans to recruit enough new officers with needed skills, the study says.

Ways to recruit needed officers include regularly surveying young people to gauge inter-

est in police work; closely analyzing the skills needed among future officers; and forecasting the personnel needed for future challenges, the report says.

The study says forecasting and planning for police personnel needs could be spearheaded at the national level by the U.S. Department of Homeland Security or by a national trade organization. Many states also have organizations that could work on planning for police. A central resource for personnel issues would particularly benefit smaller police agencies.

In addition, the Rand study suggests it might be possible for police to conduct surveys on youth demographics and attitudes. Such surveys could help gauge whether young people are interested in law enforcement careers and whether police need to make changes to attract the best candidates.

Since the terrorist attacks of September 11, 2001, local police agencies have accepted new duties related to homeland security, particularly in jurisdictions with likely targets such as airports and seaports. Police also have assumed new intelligence duties, such as working with federal law enforcement officials to identify potential terrorist activity.

Meanwhile, police departments are anticipating a wave of retirements among aging baby boomers and are reexamining the skills needed by recruits as departments adopt more community policing policies, which emphasize communication skills. In addition, police may face increased competition for recruits from an expanding number of federal and private security jobs.

"Police Personnel Challenges after September 11: Anticipating Expanded Duties and a Changing Labor Pool" (ISBN: 0-8330-3850-8) is available electronically at www.rand.org.

CAD Standard Endorsed

The IJIS Institute announced that its board of directors, on behalf of the 140 member and affiliated companies of the IJIS Institute, has endorsed the functional specifications for com-



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.

Park Ranger Jeffrey Alan Christensen
Rocky Mountain National Park, Co.
Date of death: July 29, 2005
Years of service: 3

Deputy Christopher Brian Matthews
Cumberland County, N.C., Sheriff's Office
Date of death: September 30, 2005
Years of service: 1

Officer Stanley C. Reaves
Norfolk, Va., Police Dept.
Date of death: October 28, 2005
Years of service: 1

Lieutenant Robert Cabral
Swansea, Mass., Police Dept.
Date of death: November 5, 2005
Years of service: 26

Officer Kay Rogers
Murfreesboro, Tenn., Police Dept.
Date of death: November 9, 2005
Years of service: 4

Police Officer Courtney Dickerson
Danville, Va., Police Dept.
Date of death: November 10, 2005
Years of service: 1

Officer Brian Howard Jackson
Dallas, Tex., Police Dept.
Date of death: November 13, 2005
Years of service: 3

Officer Andy Stevens
California Highway Patrol
Date of death: November 17, 2005
Years of service: 13

Special Agent Choc Douglas Ericsson
Oklahoma Bureau of Narcotics and Dangerous Drugs
Date of death: November 18, 2005
Years of service: 5

puter-aided dispatching systems that was developed by the Law Enforcement Information Technology Standards Council.

The Law Enforcement Information Technology Standards Council (LEITSC) is funded by the U.S. Department of Justice's Office of Justice Programs, whose mission is to foster the growth of strategic planning and implementation of integrated justice systems. LEITSC is composed of four of the nation's leading law enforcement organizations: the International Association of Chiefs of Police, the National Organization of Black Law Enforcement Executives, the National Sheriffs' Association, and the Police Executive Research Forum. Together, participants from these organizations represent the law enforcement community as a whole on information technology standards related issues.

In announcing the industry endorsement, Paul Wormeli, executive director of the institute said that "this new standard will have a very positive impact on improving the quality and capability of computer aided dispatching software throughout the country. As industry and practitioner organizations take advantage of the standard to develop approaches for implementing CAD systems, there will be a vast improvement in communicating and setting expectations for what a good CAD system should offer."

The publication is written to help agencies define their requirements and to help companies who create CAD software to understand what the basic capability of a CAD system should be, including the need to accommodate variations in dispatching operations and size. It is not intended to be a request for proposal without the agency examining the functionality referenced in the standard to determine its own particular needs. Wormeli added that "companies will use this standard to improve their product planning and management."

This first publication by LEITSC, available at www.leitsc.org, was created under the direction of a functional standards committee working with input from both industry and practitioner organizations to ensure a realistic and useful set of standards. The IJIS Institute served as a subcontractor to LEITSC to draft materials that were then reviewed and modified by the practitioners on the functional steering committee. URL Integration, a member of the IJIS Institute, used its computer-based requirements modeling tool to assemble the draft materials. Each of the participating organizations in LEITSC were then asked to vet the document through their respective committees to ensure a common agreement and the widest possible support for the standard.

The recently finished work was reviewed by the IJIS Institute Law Enforcement Information Technology Standards Advisory Committee (LEITSAC), chaired by Neil Kurlander of Asychrony, a retired chief of police in Maryland Heights, Missouri, who made the recommendation to the board of directors regarding the endorsement of the standard.

LEITSAC has completed its review of the records management system specification and will make appropriate recommendations for its endorsement to the board. The next step is to develop the technical standards for exchanges embodied in the functional standards reports.

For more information about Law Enforcement Information Technology Standards Council, visit the Web site, at www.leitsc.org, call Heather Ruzbasan at 800-THE-IACP extension 275, or send a message to her at ruzbasan@theiacp.org or call. For more information about the IJIS Institute, call Paul Wormeli at 703-726-3697, or write to him at paul.wormeli@ijis.org.

Interpol's Stolen Travel Document Database

Leaders of the 21-nation Asia-Pacific Economic Cooperation grouping have endorsed the use of Interpol's stolen travel documents database to help prevent terrorists and other dangerous international criminals from circulating freely around the world, making it the latest major international body to do so. APEC's member countries account for more than a third of the world's population (2.6 billion people) and approximately 40 percent of world trade.

Interpol's global stolen travel documents database has grown from a few thousand entries just three years ago to more than 8.5 million today. The number of stolen passports that have been identified by law enforcement officers in the field through accessing Interpol's database jumped from 27 in 2002 to more than 700 in 2005.

Interpol and its 184 member countries have identified a clear link between terrorist activities and the use of lost or stolen travel documents. Interpol recognizing that both a global database and a global strategy are needed to prevent terrorists from crossing borders illegally created its global database in 2002 to allow police and customs officials to prevent dangerous international criminals from using fraudulent, stolen or lost passports, visas, or other travel documents. Police and customs officers using Interpol's global police communications system, known as I-24/7, can access instantaneously an array of databases, international wanted persons notices, and other crucial criminal information.

For more information, write to the Interpol Communications and Publications Office by e-mail at press@interpol.int, call APEC spokesperson Christopher Hawkins at +61-433-810-844, or write to him at ch@apecc.org. ❖



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No need to reinvent the wheel when IACP Net™ offers you proven policies and successful practices addressing your time-intensive management issues—policy revisions, staff evaluations, job descriptions, patrol scheduling and more. Chief Thomas King of the State College, PA, Police Department used IACP Net to start a 12-hour patrol schedule. “I was able to find an incredible amount of information about scheduling on IACP Net, including feedback from other IACP Net members about the pros and cons including what has or hasn’t worked well with their 12-hour schedules,” says King.

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‘Policing Challenges in a Democracy’

26 – 28 March 2006

International Convention Centre
Durban, South Africa



Images by Peter Bendheim

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