

The Police Chief

THE PROFESSIONAL VOICE OF LAW ENFORCEMENT

MAY 2004


Juvenile Justice



NATIONAL POLICE WEEK

Also in this issue:

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- Surveying Satisfaction with Police Services
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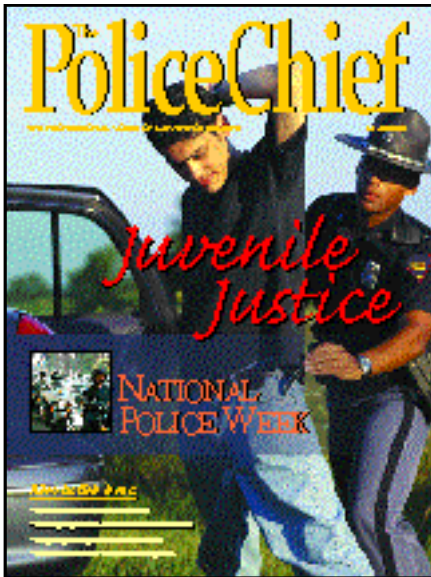
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Thousands will gather this month at the National Law Enforcement Officers Memorial in Washington, D.C., and other memorials around the United States to observe National Police Week (May 9-15) and remember officers who died in the line of duty. The National Law Enforcement Officers Memorial Fund reports that it will add 362 names to the memorial wall this year; 145 died in the line of duty in 2003. Cover photo ©2001 Brand X Pictures; inset photo courtesy National Law Enforcement Officers Memorial Fund.

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Notes on National Police Week, the National Police Museum, and Ballistic Vests

During the week of May 9—National Police Week—people across the United States will honor the police officers who have died in the line of duty. During this period, members of the law enforcement profession will unite with the survivors and other members of our communities to remember and pay tribute to those we have lost. In 2003, 148 law enforcement officers across the United States were killed in the line of duty.

National Police Week also provides us with the opportunity to reflect upon our responsibilities as chiefs to ensure the safety of officers and our duty to ensure that the sacrifices that our fellow officers make are recognized and appreciated by the citizens and communities they serve.

To that end, I want to update you on an issue I addressed in my December message, namely the concerns of the IACP and the law enforcement profession over reported failures of soft body armor. At that time, I informed you of the U.S. Department of Justice's plan to hold a national summit on this issue and its intention to launch a formal investigation into the issue.

This summit was held last March, at which time the Justice Department released a status report on its examinations to date. Briefly, the preliminary test results indicate that there may be degradation occurring in the ballistic performance of used Zylon-based armors. However, only a small number of vests have been tested so far; therefore, it is not possible to arrive at any definitive conclusions about specific manufacturers, models, service life, or geographical region at this time. (A full copy of the report may be found at vests.ojp.gov). The Justice department's tests are continuing, and further results are expected later this year.

However, it is imperative that we continue to urge our officers to wear their soft body armor. We have made tremendous progress in this area over the years and must not allow these current concerns to roll back our gains. It is important to remember that in the last 30

years, the lives of more than 2,700 officers have been saved by the use of body armor.

I also want to take this opportunity to discuss an important new undertaking by the National Law Enforcement Officers Memorial Fund (NLEOMF). As we all know, in 1991 the National Law Enforcement Officers Memorial was dedicated in Washington, D.C., to honor the service and sacrifice of fallen U.S. law enforcement officers. In addition to honoring the lives of our fallen comrades, the mission of the memorial is to generate increased public support for the law enforcement profession by permanently recording and appropriately commemorating the service and sacrifice of law enforcement officers.

For these reasons, the NLEOMF is now embarking on a new project. In October 2000, the U.S. Congress approved legislation authoriz-

ing the construction of a national law enforcement museum on federal property directly across the street from the memorial.

The museum will serve as a national center for information on law enforcement history and will also include a research repository devoted to promoting law enforcement safety. The NLEOMF plans to collect all available information on issues ranging from the importance of high-speed driver training to the latest developments in less-than-lethal police weaponry to reasons why our officers should wear soft body armor.

The museum will provide information to educate both law enforcement and the general public. I believe this is a crucial undertaking, for despite nearly 400 years of service and sacrifice, the law enforcement profession remains a mystery to many citizens. A big reason for this is that most of our citizens have little or no interaction with law enforcement professionals on a regular basis. Unfortunately, the result of this unfamiliarity is often indifference, or worse, a distorted image of law enforcement based on stereotypes portrayed by the entertainment industry and sensationalized reporting by the media.

As we all know, police officers face difficult challenges every day. Our jobs can be dangerous, frustrating, even tedious, but law enforcement is a tremendously rewarding career. Police officers significantly improve the quality of life for the citizens of their community by keeping the peace despite sometimes overwhelming odds. It is important that police officers everywhere receive appropriate recognition, support and respect for the work they do.

This month, we have the opportunity to demonstrate our leadership as we honor the memory and valor of the officers we have lost and also pay tribute to those who remain and faithfully serve our communities and departments every day. Let us take full advantage of this opportunity to celebrate the lives of the men and women whose hard work, dedication, and sacrifice remain as an inspiration to us all.



Chief Joseph M. Polisar
Garden Grove, California

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2003 State Legislative Report Now Available

**By Jennifer Boyter,
IACP Legislative Analyst**

The 2003 IACP State Legislative Report is now available on the IACP Web site (www.theiacp.org). This update on state legislative issues was prepared to provide IACP members with a review of the major law enforcement-related legislative initiatives that were considered in each state.

Summaries of all 50 state legislative sessions are now available in PDF format. You can view the entire report (in PDF) or by individual state.

Key Legislative Issues

The following is a brief overview of the action taken on some of the major issues confronting law enforcement:

DNA: Measures to expand the list of offenders who must submit DNA samples to authorities were considered in numerous states. Thirty-one states have now enacted laws to require DNA samples from all convicted felons. This includes nine states that passed such laws this year: Alaska, Arkansas, Connecticut, Louisiana, Massachusetts, Mississippi, New Jersey, North Carolina, and South Dakota.

The new Louisiana law also requires collection from people arrested for violent or sexual crimes. The state now joins Virginia as the only states that require DNA samples from those who are arrested for certain crimes. Similar legislation also passed the New York Senate and Colorado Senate.

Drunk Driving: In 2003, state legislatures continued to consider legislation to lower the blood alcohol concentration (BAC) standard for drunken driving from 0.10 to 0.08. Of the 18 states that considered such legislation, 14 states enacted the lower standard: Iowa, Louisiana, Michigan, Montana, Nevada, New Jersey, New York, North Dakota, Ohio, Pennsylvania, Rhode Island, South Carolina, Tennessee, and Wisconsin.

There now are 46 states at 0.08, along with the District of Columbia and Puerto Rico. Colorado, Delaware, Minnesota, and West Virginia all defeated 0.08 bills this session.

Driving this large number of bills is a federal government mandate for tougher DWI legislation. In 2000 President Clinton signed into law a measure that establishes a national 0.08 percent BAC standard for drunken driving. States that fail to comply with the national standard lost 2 percent of their federal highway grants starting in fiscal year 2004. That penalty increases to 5 percent in fiscal 2005, 6 percent in fiscal 2006, and 8 percent in fiscal 2007. Any state that adopts the new standard by 2007 will be permitted to recover any previously forfeited highway funds. Consequently, the remaining states without the lower standard will continue to debate legislation to lower the standard in order to avoid the financial penalties.

Concealed Weapons: Several state legislatures held high-profile debates on concealed weapons. The legislatures in Missouri, New Mexico, and Ohio passed legislation to allow their citizens to carry concealed weapons. Missouri lawmakers did so over the wishes of the governor, overriding his veto.

With the passage of the legislation in these states, just four states currently prohibit the carrying of concealed weapons: Illinois, Kansas, Nebraska, and Wisconsin. Several of these states considered legislation to permit such weapons. The Wisconsin legislature passed a bill to allow qualified residents to carry concealed weapons, but it was vetoed by Governor Jim Doyle. While the state senate voted to override the governor's veto, the House vote fell one vote short, allowing the veto to stand.

In addition, Colorado and Minnesota enacted legislation that moves their states from discretionary CCW laws, often referred to as a "may-issue" system, to the more lenient "shall-issue" system.

Bias-Based Policing: Measures dealing with alleged biased policing by law enforcement officers continue to be considered by state legislatures.

Illinois passed a bill to require a four-year study during which police around the state will have to record the race and gender of people they pull over. The South Carolina Senate passed a similar bill. Montana and Arkansas passed laws that prohibit bias-based policing

and require law enforcement agencies to adopt a detailed written policy that clearly defines the elements of the practice and prohibits it.

The New Jersey legislature passed a bill that makes racial profiling by public officials a criminal offense. It creates the crime of official deprivation of civil rights, making it illegal for law enforcement officers to use race, color, religion, ethnicity, handicap, gender, age, or sexual orientation to discriminate against any individual. The penalties are up to five years in prison and \$15,000 in fines. If a profiling incident involves an assault or death, the offender will face stiffer penalties.

Medical Marijuana: The Maryland General Assembly passed a bill that relaxes criminal punishment for seriously ill people who use marijuana to relieve pain and other symptoms. The Vermont Senate passed a bill to allow people with serious illnesses to legally possess and use marijuana to alleviate their symptoms. The Connecticut House and New Mexico House also narrowly defeated similar legislation.

Senate to Consider Victims' Rights Amendment

In late April, the U.S. Senate is scheduled to consider a bill that would amend the Constitution to specify certain rights for crime victims. The sponsors of the bill, Senators Jon Kyl (R-Arizona) and Dianne Feinstein (D-California) said that they have a commitment from Senate leaders to consider the bill beginning April 23, which will coincide with Crime Victims Month.

The victims' rights amendment (S. J. Res. 1) would require that crime victims or their representatives receive advance notification of judicial proceedings and parole hearings. The amendment would also give victims or their representatives the right to be heard at public release, plea sentencing, and other proceedings and would require judicial officials to consider victims' safety when deciding the fate of defendants.

Although the proposed amendment is expected to receive a majority vote in the Senate, it appears unlikely to garner the two-thirds majority required. The Senate considered, but failed to pass, a similar bill in 2000.

The History and Dynamics of Section 1983

By Randy Means, Attorney at Law, Thomas and Means, LLP

Section 1983, a federal statute, creates a right to sue any person who, acting under color of state law, deprives one of one's constitutional rights. Such lawsuits may involve First Amendment issues like freedom of speech, religion, and association; Fourth Amendment matters like arrest and detention, search and seizure, and use of force; Fifth Amendment issues in interrogation and confessions; Sixth Amendment concerns regarding the right to counsel; Eighth Amendment claims of incarceration involving cruel and unusual punishment; and Fourteenth Amendment claims of due process violations.

It is important that police officials, particularly those at high levels, have a broad understanding of section 1983 because, for reasons explained here, it has become the preferred tool for suing police.

Now section 1983 of Title 42 of the *United States Code*, this statute was originally part of the Ku Klux Act of 1871—one part of what is now called the Civil Rights Act of 1871. Its original name and timing both imply what is clear from any study of its legislative history: it was an outright assault on the post-Civil War Ku Klux Klan. In fact, it was enacted in specific response to President Grant's call for legislation to deal with the KKK, which in that era was widespread and organized, particularly in the southern states.

For reasons both practical and legal, the statute remained virtually dormant for the 90 years after its passage. As a practical matter, given the extent of the KKK's power and its infection of some state and local governments, the African American of that era must have rightly doubted that suing would improve the plaintiff's near-term plight. As a legal matter, the "under color of state law" requirement of section 1983 was interpreted, in that time, to exclude coverage of behaviors that were prohibited by the letter of state law, though the lawless behaviors were often perpetrated by agents of state government (and its local subdivisions) and by use of their official powers. Other technical legal problems helped assure the nearly century-long impotence of the statute.

Monroe v. Pape

Forty-three years ago, the U.S. Supreme Court decided *Monroe v. Pape*, breathing life into section 1983 by holding that behavior pro-

hibited by the letter of state law but carried out with state or local government authority violates section 1983.¹ So, beginning in 1961, section 1983 could be used to sue state and local officials who, misusing their government power, applied it to violate federal constitutional rights. In *Monroe v. Pape*, Mr. Monroe, an African American resident of Chicago, was allowed to sue the Chicago police officers who, led by Deputy Chief of Detectives Pape, allegedly engaged in a sequence of gross constitutional violations beginning with the illegal entry of Monroe's home, continuing with a variety of abuses including racial slurs, and ending with his illegal detention at police facilities for 10 hours but ultimately without charging.

Even after *Monroe v. Pape*, section 1983 lacked punch. Those who wanted to use it often lacked the financial resources to pay for investigations and lawyers. Plus, in *Monroe v. Pape*, the Supreme Court held to its prior position (and the explicit language of the statute) that only "persons" could be sued under section 1983. The statute could not be used to reach the governmental entity, the deep pocket. So with no money available up front to fund litigation and with no prospect of reaching a deep pocket, potential plaintiffs were unable or disinclined to use the statute.

Monell v. Department of Social Services

The late 1970s brought further change. Congress passed the Civil Rights Attorney's Fees Award Act of 1976 and the U. S. Supreme Court decided *Monell v. Department of Social Services*.² The congressional legislation today known as section 1988 of Title 42 of the *United States Code* created an opportunity for the plaintiff, if the "prevailing party," to have attorney's fees paid by the defendant. In *Monell* the Supreme Court reversed the part of *Monroe v. Pape* that restricted 1983 to suing persons and held for the first time that the word "person" (as used in the statute) includes municipal governments—cities, counties, and their subdivisions.

As of 1978, plaintiffs could use section 1983 to sue deep-pocket defendants and, if the prevailing party, could get their attorney's fees paid as well. The effects of all this certainly were not lost on the attorneys who were in the business of doing plaintiffs' work. Section 1983, created to oppose the KKK, emerged as, and today remains, the preferred vehicle for suing police in America.

Although the Supreme Court in *Monell* extended the reach of section 1983 to municipal entities, it declined to expose them to vicarious liability. Vicarious liability is based on relationship and would hold an employer liable for employee misdeeds during the course and scope of employment whether or not the employer did anything wrong. Municipal liability under section 1983 is not based solely on relationship; it requires proof of fault and causation on the part of the entity. Only if a policy or custom of the municipal entity is a moving force behind an employee's constitutional misdeed will the entity be liable under section 1983 for that misdeed.

Conclusion

Civil lawsuits against police are now common; million-dollar judgments are not rare. State and local officers as well as municipal government entities are all sued for constitutional violations under section 1983. Federal officers are sued for constitutional violations under a similar form of lawsuit created in *Bivens v. Six Unknown Federal Narcotics Agents* and today referred to as a *Bivens* action.³ Both 1983 and *Bivens* actions have proliferated dramatically since the late 1970s.

Even when police win such lawsuits, they often lose in other significant ways. Civil lawsuits are aggravating, stressful, and time-consuming at best. At worst they threaten careers, personal finances, and health. Other costs, as described by the Supreme Court, "include the expenses of litigation, the diversion of official energy from pressing public issues, and the deterrence of able citizens from acceptance of public office. Finally, there is the danger that fear of being sued will 'dampen the ardor of all but the most resolute, or the most irresponsible public officials, in the unflinching discharge of their duties.'"⁴ Better understanding and preparedness in this area can help law enforcement officials be "resolute . . . in the unflinching discharge of their duties."

Editor's note: The author, a partner in a Charlotte-based law firm specializing in police operation and administration, lives in Baltimore and assists a national clientele of law enforcement agencies and associations. Formerly, he served as chairman of the legal department at North Carolina's state law enforcement training center and as police attorney for the City of Charlotte.

¹ 365 U.S. 167 (1961).

² 436 U.S. 658 (1978).

³ 403 U.S. 388 (1971).

⁴ *Harlow v. Fitzgerald*, 102 S. Ct. 2727 (1982).



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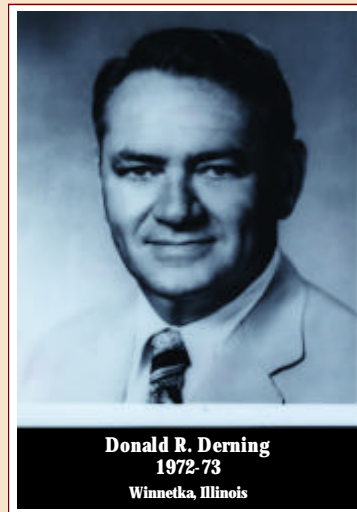


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In Memory of

Chief Donald R. Dering, 1925-2004

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*We are saddened
at the loss of
Don Dering,
a retired chief of police
and past president of
the International
Association of
Chiefs of Police
who died
February 25, 2004.*

Don Dering, a past president of the IACP, died January 25, 2004, in Evanston, Illinois. He was 78.

Chief Dering was born in Chicago and raised by his father and two older brothers. After serving in the army during World War II, he returned home at 22 to Winnetka, Illinois, and answered a classified ad to become a police officer for what he believed would be a short time. Instead, it was the beginning of a long and distinguished career in public service.

After five years, Don was appointed chief of the Winnetka Police Department, a position he held until his retirement in 1976 after 28 years of service. As chief he practiced a hands-on approach and strongly believed that the police were not "an army of occupation" but instead were civil police serving as an extension of the community. He earned the deep respect of officers and residents alike.

IACP

Chief Dering was an active participant in the Illinois Association of Chiefs of Police and served as its president. Encouraged and supported by his fellow Illinois chiefs, Don became the International Association of Chiefs of Police sergeant at arms, served as a vice president from 1966 to 1972, and as president from 1972 to 1973.

During his presidency, Chief Dering, mindful of the "need for the officers of the association to be aware of and respond to the needs of the general membership," ensured that every request made for IACP representation at gatherings was fulfilled. He also recognized the importance of the international membership and moved to have the International Relations Committee restructured and renamed the Advisory Committee on International Policy. During his service as president, the IACP applied for and received status as a resource agency for the United Nations, and Don met with his colleagues from Canada, Venezuela, and Brazil.

Private Sector Liaison

Because Chief Dering also believed in the value of a close professional relationship with the private sector, he developed a relationship with the National Burglar and Fire Alarm Association and the Central Station Alarm Association. This initiative helped establish the high level of in-

teraction with the private sector that IACP enjoys today. In his remarks to the annual IACP conference in San Antonio, Texas, in 1973, he pointed out that the ongoing liaison with the private sector "is virtually unlimited and represents a truly potent weapon in our fight against crime."

Although Chief Dering retired from police service in 1976, he did not retire from public service. He went on to serve as a chairman of the Winnetka Police and Fire Commission. In 1996 Don was elected village trustee, an office he held for four years.

Dering Family

Chief Dering had a loving family who not only remember the joy of water-skiing and swimming during their summer vacations at the family cottage but also fondly recall gathering around campfires to listen to his "elaborate tales." One daughter said, "He always had wonderful stories; he was the rock that this family was built on." He is survived by his wife, Fern; three daughters (Denise Smith, April Delancy, and Dayle Nervig); one son (Don Dering Jr.); 12 grandchildren; 10 great-grandchildren; and two brothers, Jay Dering and Ed Dering.

In Remembrance

In his president's address at the 1973 IACP conference, Chief Dering said, "It is with a full and grateful heart that I express my deepest appreciation to you for the privilege of having served as your president of the International Association of Chiefs of Police." Now, it is with full and grateful hearts that we say it was our privilege to know him and to benefit from his distinguished service to the IACP and the profession. May he rest in peace.

Memorial donations may be made to Special Olympics, 605 E. Willow Street, Normal, IL 611761-2682.



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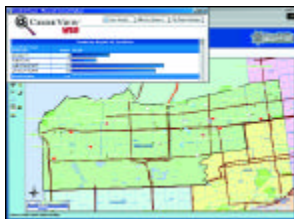
Where do the good ideas come from?

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.

San Francisco Launches Crime Mapping System

The Omega Group announces that the San Francisco Police Department (SFPD) has implemented Crime Mapping for Public Safety, also known as CrimeMAPS, a crime mapping system designed to produce computerized maps showing density, frequency, and patterns of all types of crime incidents.

CrimeMAPS incorporates the CrimeView suite of crime mapping software solutions from the Omega Group. The application, which runs on the ESRI (Environmental Systems Research Institute) software platform ArcGIS, encompasses the entire enterprise of policing—planning and resource allocation,



crime incident pattern and trend analysis, and a community interface.

CrimeMAPS is designed as a decentralized system for the day-to-day use of officers and district station command staff. It allows field officers to be self-reliant and to conduct their own analysis of recent incidents in their patrol sectors. The department has designated three to four officers at each station to serve as facilitators.

"No officer should be going out on patrol without having reviewed the crime mapping reports available to them," said Chief Heather Fong. CrimeMAPS reports enhance traditional reports, such as lists of license plates of stolen vehicles, with maps that show where and when those cars were taken. Furthermore, officers who have been off duty can easily query CrimeMAPS to find out what has been occurring in their patrol sectors during their absence.

CrimeMAPS is designed to remove crime trend analysis. Before CrimeMAPS, the San Francisco department's monitoring of crime incidents was largely based on reports made by officers and others. Relying on the perception of officers or on the assertiveness of one or two highly vocal neighborhood groups sometimes led to inefficient use of personnel.

With precautions in place to protect privacy and confidentiality, CrimeMAPS is available to the public on the Internet. As Chief Fong explained, citizens will be able to come to community meetings prepared to ask the SFPD what the department is doing about trends that the citizens have observed directly from their use of CrimeMAPS.

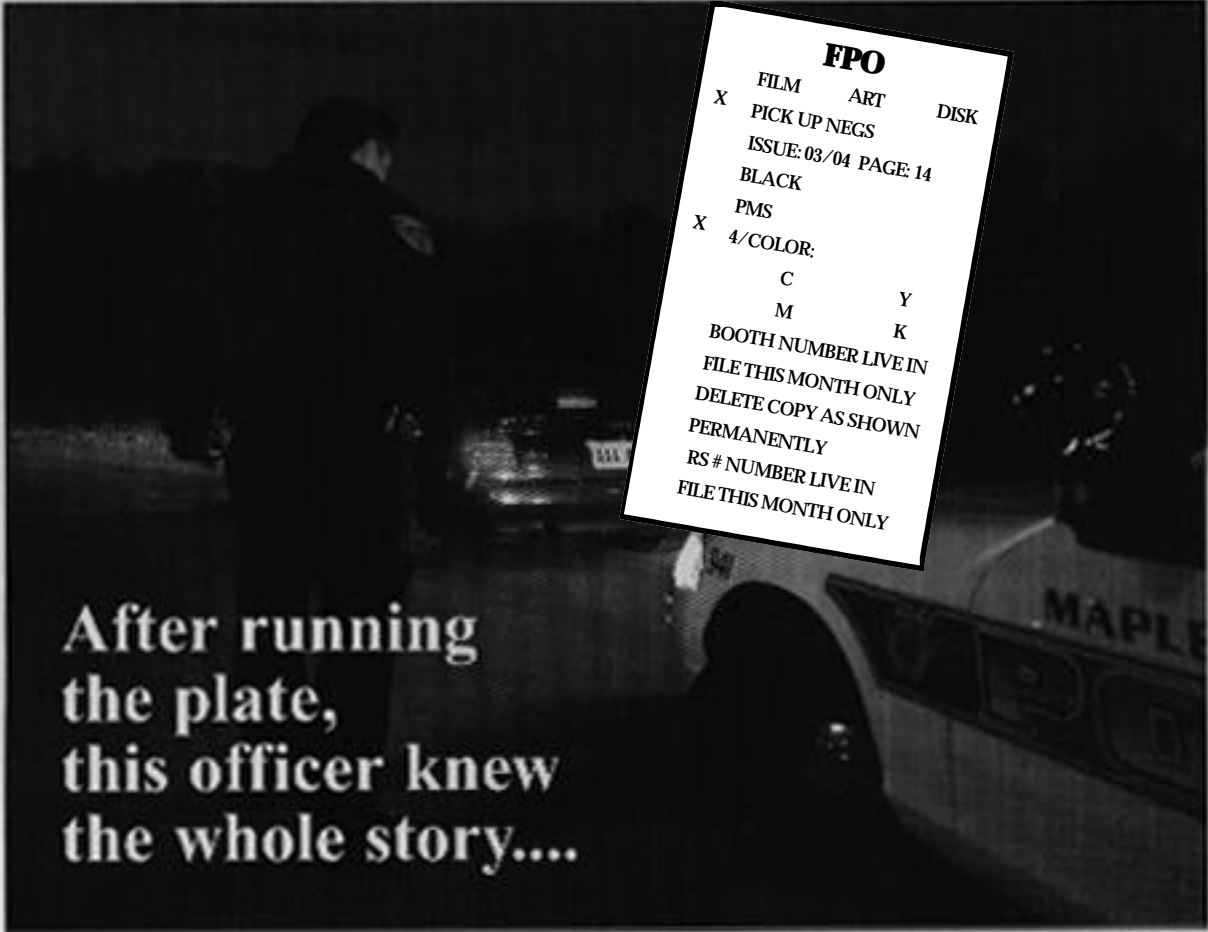
For more information, circle no. 110 on Reader Service Card, or enter it at www.theiacp.org/freinfo

London Police Acquire Deployment Software

The Workbrain Corporation announces that the Metropolitan Police Service (the Met) of London, England, has selected Workbrain solutions to help centralize and optimize workforce deployment and management. Workbrain's industry-specific solutions will roll out to 25,000 uniformed officers and detectives, as well as civilian and temporary staff.

The Met sought a Web-based solution to replace legacy workforce management systems and paper-based processes that were limiting efficient workforce deployment. Workbrain solutions are designed to help the Met automate the particular workforce processes of the sector. Duty planning will be automated. Workbrain's integrated duty planning tool uses staff availability data, deployment templates, and other information to help duty sergeants deploy resources quickly and accurately. In addition, Workbrain will automate the Met's employee time tracking and pay calculations, including special events, court time, and overtime, to ensure accurate payroll.

"One of the reasons we selected Workbrain was its track record of managing the particular staffing challenges that face large police services," said Met Commander Bob Broadhurst. "By centralizing our duty planning, time tracking, and reporting onto the Workbrain platform, we aim to improve our staff deployment and increase



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Deadline for entries is June 3, 2004. See your supervisor for details and entry forms, or visit the 3M Traffic Safety Systems Division Web site at www.3M.com/tcm or the IACP Web site at www.theiacp.org (Awards and Campaigns; Highway Safety Awards), or call (651) 736-7159.

Looking Beyond the License Plate is brought to you by 3M Traffic Control Materials Division and the IACP Highway Safety Committee.

Note: If a jurisdiction prohibits an officer's acceptance of the Grand Prize, a donation will be made to the winner's choice of a valid police fund or similar suitable organization.

visibility and accountability of staff activities. This will contribute to the Met's goal of making London the safest large city in the world."

The Met also expects to benefit from Workbrain's integrated reporting and workforce intelligence capabilities, which are designed to give supervisors greater visibility into officer activities and help to measure workforce performance. Using Workbrain reporting tools, staff sergeants can access detailed views of officer assignments, activities, and pay, as well as roll-up reports that monitor key metrics, such as payroll expenditure and workforce efficiency. Ultimately these improved reporting capabilities should provide the Met with better information about the performance of its workforce and improved public accountability. **For more information, circle no. 111 on Reader Service Card, or enter it at www.theiacp.org/freinfo**

Minnesota Agency Uses Remote Control Underwater Vehicle to Find Body

VideoRay announces that the Saint Louis County, Minnesota, Sheriff's Office and its volunteer rescue squad used its new nine-pound VideoRay ROV (remotely operated vehicle) to help authorities in Ashland, Wisconsin, recover the body of 44-year-old Tracy Schroeder, whose snowmobile plunged into Chequamegon Bay. Divers had previously made 19 difficult attempts in shifting ice to locate the victim. A Saint Louis County diver spent less than one minute in the 37-degree water recovering the body, just five hours after the search with the VideoRay began.

About a half-mile from shore, the toaster-oven-sized VideoRay was slipped through a hole in the ice. The body was found in 18 feet of water with the help of SeaSprite sonar that can navigate and see objects in poor-visibility conditions. When the video-equipped ROV encountered the body, the VideoRay's manipulator claw was clamped on an article of clothing to anchor it until the body could be removed. The recovery team cut the hole in the ice to remove the body after seeing the ROV's lights through the ice.

The VideoRay Pro II is equipped with a video eye that sends a live feed to a screen viewed by an operator on the dock or a boat. The SeaSprite sonar is used for locating targets as well as for navigation.

The Saint Louis County Sheriff's Office purchased the VideoRay Pro II through a homeland security grant. According to Saint Louis County Undersheriff Dave Phillips, the sheriff's office plans to use the VideoRay to search for and recover drowning victims and document underwater crime scenes. Phillips says the VideoRay was chosen for its affordability, portability, easy operation, and ability to operate in cold, dark waters.

"What our goal was when we acquired this [VideoRay] is to get the scuba divers out of the search business and get them into the recovery business," Phillips told the *Duluth News Tribune*. He said the recovery at Chequamegon Bay "was a simple matter of cutting a hole in the ice

and going to where the victim was found by the ROV as opposed to spending time searching" and endangering divers.

For more information, circle no. 112 on Reader Service Card, or enter it at www.theiacp.org/freinfo

Houston Port Authority Chooses Public Safety Software

Each year, 6,600 vessels call at the port of Houston, which ranks first in the U.S. in foreign waterborne tonnage, second in overall total tonnage, and sixth largest in the world. To help ensure the security of the 25-mile-long complex of diversified public and private facilities, the Port of Houston Authority worked with BAE Systems to select Spillman Technologies' public safety software solutions to meet its information management needs, according to the company.

The Port of Houston Authority plays a vital role in ensuring the navigational safety along the Houston Ship Channel, which has been instrumental in Houston's development as a center for international trade. "We strive to protect one of the nation's largest ports from possible threats every day," said Russell Whitmarsh, manager of the Port of Houston Authority Police Department. "This will ensure added homeland security and protect the port, our neighbors, and our regional economy."

Funded by a homeland security grant, the new software package includes robust tools for records management, computer-aided dispatch, photo imaging, licenses and permits, and other administrative applications.

"The new technology will help us streamline our efforts and will complement our security strategy by providing added tools for document archival, retrieval and cross referencing," said Whitmarsh.

The port authority selected Spillman because of its reputation in the public safety industry. "We were looking for a turnkey software solution, backed by a reliable, stable company," said Whitmarsh. "Spillman's software solutions are easy-to-use yet sophisticated enough to meet our information management needs. The company also provides a partnership of support services and ongoing training."

For more information, circle no. 113 on Reader Service Card, or enter it at www.theiacp.org/freinfo

Canadian Defense Agency to Buy Protective Vests

Pacific Safety Products Inc. announces the award of a contract for the provision of a fragmentation protective vest to the Canadian Department of National Defense.

The initial contract is for 35,000 fragmentation vests and vest components that will be manufactured at PSP's production facilities over a two-year period. After completion of the initial contract, the government will have the option to purchase up to 15,000 additional vests to bring the total contract amount to more than \$27 million.

The PSP fragmentation protective vest is the Canadian Army's next generation of soft body armor. The vest is one component of the omnibus Clothe the Soldier project and is designed to provide wearers with fragmentation protection against grenades, mortar bombs, and artillery. The vest incorporates the use of lightweight and flexible aramid fibers to provide more protection and comfort for the Canadian soldier.

PSP was awarded the contract by Public Works and Government Services Canada.

For more information, circle no. 114 on Reader Service Card, or enter it at www.theiacp.org/freinfo

OnStar Helps Police Nab FBI Suspect

What started as a typical call from an OnStar subscriber to report a stolen vehicle ended with the capture of one of the FBI's most wanted fugitives, according to a press release issued by OnStar. The case, involving Terrence K. Washington, was featured on the March 27 episode of television's "America's Most Wanted."

On March 7, OnStar subscriber Raiford Brown woke to find his 2004 Hummer H2 missing from the driveway of his home in Brentwood, Tennessee, a suburb of Nashville. Brown called the Williamson County Sheriff's Department to report the theft. After filing a police report, the sheriff's department called OnStar to assist in the recovery of the vehicle.

OnStar Advisor Lewis Baldwin answered the stolen vehicle call. After retrieving the necessary information from the subscriber and the police report, he began efforts to locate the vehicle. Within minutes, the advisor pinpointed the whereabouts of the vehicle, which had crossed the state line into Sharonville, Ohio.

Using global positioning satellite (GPS) and wireless cellular technologies, OnStar can assist the police by locating a vehicle even if it's moving. The advisor provided the sheriff's department with continuous updates as he monitored the movements of the stolen Hummer. The information was relayed to the local authorities in the jurisdiction in which the vehicle was located.

Local police found the vehicle in Sharonville, Ohio, and apprehended the suspect.

It wasn't until the suspect was in custody that police learned his true identity. Fingerprint information submitted to the FBI revealed that the suspect was in fact an escaped felon. Washington, who had originally given the arresting officers an alias, was awaiting trial on federal bank robbery charges when he escaped from a Louisiana jail in July 2003. He had been a fugitive ever since.

By helping law enforcement find subscribers' stolen vehicles, OnStar has helped police crack related crimes, including auto-theft rings, carjackings, and robberies.

OnStar responds to about 800 stolen vehicle location requests each month. Stolen vehicle location is just one of more than a dozen services available to the more than 2.5 million OnStar subscribers on the road today.

For more information, circle no. 115 on Reader Service Card, or enter it at www.theiacp.org/freinfo

Identifying Elements of Customer Satisfaction in the Delivery of Police Service

By Jeffrey H. Witte, Grant Coordinator, Springdale, Ohio, Police Department

Successful businesses routinely solicit input from their customers to identify which elements of their product or service create satisfaction or dissatisfaction. Timely and effective use of this information allows executives to increase their firms' competitive position, customer base, profit, and market share. Because policing is a nonprofit endeavor, police executives do not always embrace the tools that profit-driven business managers use to evaluate or improve the performance of their departments. However, just as business executives are accountable to their investors, police executives are responsible to the taxpayers, who fund the police operation. Police executives are also accountable to the elected government for the effective and efficient operation of their agencies.

Citizens are considered the police department's customers, and in this customer base there are a wide variety of customer groups that need to be served, including different neighborhoods and demographics, crime victims and witnesses, motorists, civic organizations, and business groups.

According to the IACP publication *Police Leadership in the 21st Century*, available in the publications section of the IACP Web site, www.theiacp.org, "Increasing public access to information, knowledge about policing, coupled with invitations to engage in community policing, create an increasingly proactive public mindset. Citizens expect to work more closely than ever with the police, including the chief,

and to have their overtures acted on."¹ In this environment, it is crucial that police executives explore how their agency can best respond to, and satisfy, the needs of their customers. To this end the organization must objectively evaluate its performance in delivering the end product of police service.

The Springdale experience with surveying customer satisfaction of police service can provide a correlation point for

neighborhood; citizens' experiences with the police affect their overall assessment of the police; and the vast majority of citizens have not had a face-to-face contact with a police officer in the previous 12 months.²

Springdale Surveys

In a three-year period, the Springdale Police Department used funding from Local Law Enforcement Block Grants to staff additional patrols in the city's residential neighborhoods. A major component of Springdale's LLEBG program was for uniformed officers to administer a neighborhood survey to residents randomly selected from those observed outside (walking, working in their yard, and so on) during the dedicated patrol times.

Neighborhood Survey: The survey instrument was created in-house and contained a series of forced-choice and free-response questions to gather information on residents' feelings and experiences. Questions in the first part of the survey inquired about respondents' length of residency; feelings of safety during daylight hours and hours of darkness; feeling of security when their home or apartment is vacant; frequency of police patrols observed; desired days or times for increased patrols; neighborhood problems; and traffic problems.

Questions in the second part of the survey inquired about respondents' participation in the Crime Watch (neighborhood watch) program; crime victimization; use of police service; general level of satisfaction with police service; and satisfaction or dissatisfaction with particular elements of the delivery of police service. Specifically, respondents were asked if they (or an immediate family member) had been the victim of a crime within the last five

Springdale, Ohio Quick Facts

- Population 10,563
- Median age 39.1
- 68 percent white
- 26 percent African American
- 3 percent Asian American
- 3 percent Hispanic American
- 36 full-time police officers
- 9 civilian police employees
- 20,000 plus annual requests for service

other agencies. The Springdale survey measured police service in four distinct categories:

- Response time
- Officer attributes
- Process-related elements
- Problem resolution

Measuring customer satisfaction is complex, and findings can vary considerably according to research method. A distillation of a national review of surveys addressing the public image of the police reported that most citizens are satisfied with the police service in their own neigh-

years, or if they (or an immediate family member) had called the police for any reason within the last year. Those who answered Yes were then asked to name two things they felt the police did well, and two things they felt the police could have done better.³

Service Verification Reports: In addition to the neighborhood surveys conducted under the LLEBGs, Springdale routinely conducts service verification reports. Each month, for each officer assigned to a supervisor's shift, patrol supervisors randomly select citizens who have filed offense or accident reports. Supervisors telephone the citizens and ask basic questions about the service delivered. The checklist on the monthly service verification report includes many of the same elements analyzed through the neighborhood survey instrument. However, the service verification report targets a slightly different group of customers: those who have recently filed a report. The customers in the service verification reports are not necessarily residents of the city. Because copies of the completed service verification reports are provided to the individual officers, the service priorities of the department and its customers are clearly communicated to the employees.

Springdale Responses

Springdale collected data from 286 individual surveys. Of the respondents, 52 percent had direct contact with the police by calling the police within the last year (34 percent) or reported being the victim of a crime (in Springdale) in the previous five years (18 percent). Each of these respondents was asked to identify two things the police did well and two things the police could have done better. Not all respondents provided two items for those questions, so the final analysis was based on 135 positive responses, and 30 negative responses.

Using a forced-choice scale, 88 percent of those who called the police or had been the victim of a crime reported feeling "satisfied" or "very satisfied" with the police service rendered. Only 12 percent reported feeling less than satisfied.

The disproportionate numbers of positive contrasted to negative responses might be attributed to a general feeling of satisfaction among those surveyed. However, it might also be a result of the survey method. In Springdale, the surveys were conducted face-to-face by a uniformed police officer. In retrospect some respondents may not have been comfortable identifying elements of dissatisfaction with police service when faced with a uniformed offi-

cer. In fact, one respondent simply replied, "No comment," possibly indicating an unwillingness to provide the information during a personal encounter with the officer administering the survey.

An analysis of the factors cited by respondents in satisfaction or dissatisfaction with police service tended to fall into four distinct categories: response time, officer attributes, process-related elements, and problem resolution. These four categories were further scrutinized.

Response Time

The relative importance of police response time has long been debated. Since offenders are often long gone before a crime is discovered or reported, response time is generally not critical in apprehending criminals. Although it is obvious that response time is significantly more important to crimes in progress and life-threatening emergencies, many police calls are service-oriented and do not deal directly with in-progress criminal offenses.

Although most of the respondents to Springdale's neighborhood surveys had contacted the police for service-type calls or relatively minor criminal offenses, response time was identified as one of the four critical elements of customer satisfac-

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tion. In the Springdale survey, 34 percent of respondents cited response time as the most important factor in their satisfaction with police service. Of those who identified elements of dissatisfaction, 7 percent listed response time.

Although response time can depend on a variety of factors, such as patrol staffing, volume and priority of calls for service, and even traffic or weather conditions, one fact is clear: a prompt response is important to police customers in Springdale. A quick response may well set the tone for the entire police contact as it can convey to the citizen that the police are concerned with expediently handling their individual situation.

The Springdale Police Department has long considered response time an important priority and includes response time in the service verification report, asking if response was prompt, and, if not, whether officers explained the delay.

Officer Attributes

Officer attributes relate to the responding officer's attitude, demeanor, or other qualities displayed during the delivery of police service. In describing satisfaction with police service, 32 percent of the respondents cited officer attributes, while 13 percent cited it as an element of dissatisfaction. Typical factors related to satisfaction include an officer being polite, courteous, professional, respectful, responsive, caring, supportive, patient, and honest. Even attributes such as being firm or forceful could be considered as positive qualities, as cited by one respondent in the way officers dealt with her estranged boyfriend when he threatened her. Responses also included officers who were attentive to the caller's needs, had a calming influence, or agreed that the problem was important. This seems to indicate that a certain degree of personal attention or validation of their individual concerns is important to police customers.

Responses related to dissatisfaction cited officers who were rude or disrespectful (including one respondent who said the police acted as if the complainant had done something wrong). Citing dissatisfaction in this area, respondents said officers should be more compassionate, friendly, and understanding.

Officer attributes are also included in Springdale's service verification report, with questions asking if the employee was courteous, was professional in demeanor and appearance, showed concern, and displayed a helpful attitude.

The results of the Springdale survey paralleled the findings reported in *The Public Image of the Police*—"the overall legitimacy of the police depends much more on citizens' perceptions of how the

police treat them than on their perceptions of police success in reducing crime. Public confidence in and support for the police depends more on citizens' perceptions of police officers' motives than whether the outcome was personally favorable to the citizen."⁴

Process-Related Elements

In the Springdale survey, the term "process-related elements" refers to the respondents' perception of how the police performed their job or responded to the call for service. Process-related elements were cited as something "the police did

Whether satisfied or dissatisfied, survey respondents frequently cited communication with the police as important.

well" by only about a quarter (24 percent) of respondents, but as something "the police could have done better" by more than half (53 percent) of respondents. This was by far the most heavily represented of the four categories for those who were not satisfied with some element of the police service they received.

Most responses in this category focused on communication and follow-up. Whether satisfied or dissatisfied, respondents frequently cited communication between the police and the caller (or other involved parties), the caller and the clerk or dispatcher, and even between the clerk or dispatcher and the officer. Examples include police failure to explain available options and the court process, provide feedback, and ask proper questions.

The next most frequent element involved conducting a thorough follow-up investigation, including taking fingerprints at a crime scene and canvassing the neighborhood regarding area burglaries. Although officers may have determined that these investigative steps were not appropriate for the follow-up investigation, the citizen felt these actions were important. At a minimum, the citizen did not understand why their local police did not conduct the same crime-solving procedures often seen on television shows or in movies.

Another element cited by respondents was police patrol. For example, one respondent was pleased that the police patrolled the neighborhood after receiving traffic complaints. Other respondents felt that the police could make a greater presence in their neighborhood, or patrol more (especially at night or on foot) to deter problems.

It is important to note that some of the elements listed by respondents may not fit precisely into one category or may be applicable to more than one category. For example, "taking the time to talk to people" might be considered both a process-related element and an officer attribute. Also, patrolling the neighborhood where a complaint has been received may be a process-related element, but the caller may consider stepped-up neighborhood patrols part of the problem resolution (even if those patrols do not lead to apprehensions).

There are many items that could be included as process-related elements, so this category may be more difficult to measure than the other three. In fact, the only question dealing with a process-related element that appears on the service verification report asks, "If unable to resolve the problem, did the employee refer to other agency [sic] or offer suggestions?"

Problem Resolution

Problem resolution simply refers to whether or not, in the eyes of the customer, the police were able to solve their problem. Examples include finding or apprehending the suspect, solving the crime, or locating and returning property. Problem resolution may not require an arrest, or a lengthy criminal investigation, and tends to be based on the caller's concept of resolution. The caller on a loud music complaint may simply want the music turned down; the caller on a trespassing complaint may just want police to contact offenders and tell them not to return.

In the area of problem resolution, only 10 percent of respondents said this was something the police did well, whereas 27 percent cited this as something the police could have done better. Although much more in-depth research would be required to place these numbers in perspective, a partial explanation may lie in the many other factors that contribute to customer satisfaction (or dissatisfaction) with police service, the tremendous difficulty in bringing some situations to a permanent or successful resolution, and the frustration of a victim of a crime or a citizen involved in a seemingly unresolvable neighborhood problem.

Recognizing the importance of resolving a problem but acknowledging the dif-

faculty in achieving a complete solution in many situations, the service verification report asks, "Did the employee assist in resolving the problem?"

Indications

Satisfaction with police service is composed of many facets, but the individual elements can be classified in four general categories important to customers: response time (how quickly police arrive), officer attributes (how the police act), process-related elements (how the police perform their job), and problem resolution (whether the police were able to solve the situation). These categories are not mutually exclusive, and their relative priority may vary according to the situation.

Further, customers may be satisfied in one category, but dissatisfied in another. For example, a burglary victim may be satisfied in the area of problem resolution if the police apprehend the suspect and recover the property, but may be dissatisfied in the area of officer attributes if the officer was discourteous, or dissatisfied in the area of process-related elements if the police did not keep him informed of the process of the investigation or took too long to return the property. Response time may be the most important element of sat-

isfaction when a caller reports a medical emergency or in-progress criminal activity, and officer attributes may be especially crucial, for example, when dealing with children, seniors, or those who are distraught.

By collecting and applying in-depth information about customer satisfaction (and dissatisfaction), police agencies can identify and build upon their strengths, and correct their deficiencies, improving the delivery of police service to their various customer groups. Although this process is still relatively new in policing, it has significant benefits not only for the organization, but also for the chief executive. As *Police Leadership in the 21st Century* makes clear, "Once customer satisfaction becomes a driving value and is achieved, an executive is likely to be able to draw on powerful community allies to support directions and sustain tenure."⁵

Although the focus on customers of police service is primarily an outgrowth of community oriented policing, the idea of customer satisfaction is also tied to the more traditional police mission of law enforcement. "Customer satisfaction and crime control objectives are reinforcing concepts, not alternatives."⁶ In fact, by effectively fulfilling their basic crime control and law enforcement functions, the

police are striving to satisfy three of their most important customer groups: citizens as potential victims of crime, the community as stakeholder, and taxpayers as investors in the police organization.

¹ International Association of Chiefs of Police, *Police Leadership in the 21st Century: Achieving and Sustaining Executive Success: Recommendations from the President's First Leadership Conference* (Alexandria, Va.: 1999), 9; available at www.theiacp.org/pubinfo/researchcenterdox.htm.

² International Association of Chiefs of Police, *The Public Image of the Police*, a report prepared by Catherine Gallagher, Edward R. Maguire, Stephen D. Mastrofski, and Michael D. Reisig of the George Mason University Administration of Justice Program (October 2001); available at www.theiacp.org/proffassist/ethics/public_image.htm.

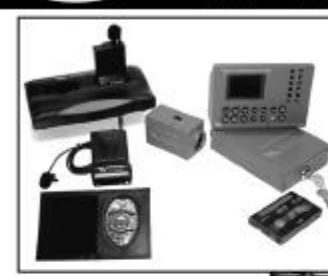
³ Police departments can obtain a copy of Springdale's neighborhood survey instrument by writing to the author at jwitte@springdale.org.

⁴ International Association of Chiefs of Police, *The Public Image of the Police*.

⁵ International Association of Chiefs of Police, *Police Leadership in the 21st Century*, 12.


⁶ International Association of Chiefs of Police, *Police Leadership in the 21st Century*, 12.

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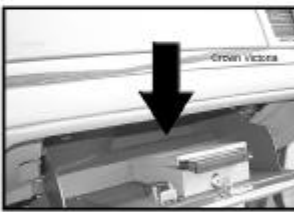


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Police Week Open House

The Cambridge, Massachusetts, Police Department has held its open house for the past 11 years and the event keeps growing. Originally, Cambridge held the open house during the last week in August and doors opened on Monday morning with a ribbon cutting and coffee. Visitors were allowed to walk through the department and visit the different offices and talk to officers and detectives. After several years the agency decided to have the open house during Police Week. Cambridge now offers senior classes on safety, rape aggression defense training, and child fingerprinting as well as the guided tours of the station. All rooms are open to the public except the evidence room and the lockup area. Coffee and refreshments are provided each morning for the public. Cambridge has noticed that often the same people come in on different days bringing additional family or friends to tour the facility. By creating a friendly atmosphere, the open house fosters a free exchange of information, and Cambridge has discovered that citizens attending the open house have provided information regarding illegal activity and the names of suspected drug dealers. On Wednesday during the open house Cambridge sponsors a luncheon for business leaders and community groups featuring award presentations to various people for work in the community.

Cambridge's motorcycle and bicycle units demonstrate their skills at riding. As part of the event, community youngsters can sit on motorcycles, and they love it. On Saturday Cambridge's open house features a picnic with hotdogs and hamburgers. The annual auction of found items such as bikes, computers, clothing, tools, and anything that came in during the past year that no one has claimed is also held on that day.

The citizens of Cambridge and its police department consider the open house to be a big success and look forward to it each year. For more information, call or write to Frank Pasquarello at the Cambridge, Massachusetts, Police Department.

P *olice*

By John J. Skinner, Chief of Police, and Timothy L. Wolfe, Lieutenant, Manassas, Virginia

Forty-two years ago, President John F. Kennedy signed Public Law 87-54, passed by a Joint Resolution of the 87th Congress of the United States of America, designating May 15 as Peace Officers Memorial Day in honor of federal, state, and municipal peace officers who have been killed or disabled in the line of duty. The calendar week of each year during which May 15 occurs is Police Week, and throughout the United States police departments conduct community activities during this week and hold a memorial services on May 15.

National Observance

During this week law enforcement officers from around the world converge on the National Law Enforcement Officers Memorial in Washington, D.C., for the events honoring their brothers and sisters who paid the ultimate sacrifice. Hundreds of ceremonial honor guard units in full dress uniform displaying their respective state and departmental flags are part of the memorial services. The sounds of marches

and the always moving "Amazing Grace" echo through the stone and glass buildings and national monuments near the law enforcement memorial as police pipe-and-drum bands from agencies such as New York City, Chicago, and Ontario, Canada, play. Mounted police officers and hundreds of motorcycle officers line the streets in front of the U.S. Capitol for the annual memorial service.

Police Week also features many activities for the families and children of officers killed in the line duty, as well as events for the officers attending the memorial service.

The Ninth Annual Law Ride, May 9: Police motorcycle officers and thousands of officers and citizens on their personal motorcycles meet at RFK Stadium in Washington, D.C., to begin a spectacular ride in tribute to the slain officers. Riders on motorcycles of every type participate in this ride, and many display the flags of their countries, states, and agencies as well as memorial flags. The procession leaves the stadium at 11:00 a.m. and proceeds to the National Law Enforcement Officers Memorial. For more information, please visit www.lawride.com.

The 10th Annual Blue Mass, May 10: A church service is held at noon at the St. Patrick's Catholic Church. Family members and officers attend the mass; upon arrival they are greeted by the sight of ceremonial honor guards posted outside of the church, and flags blowing in the May breeze. Motor officers from departments

Week

around the country escort family members of slain officers to the church for this service.

The Police Unity Tour Arrival Ceremony, May 12: When the Police Unity Tour was first organized in 1997, it was only an idea to raise funds by bicycling from New Jersey to Washington, D.C., for the National Law Enforcement Officers Memorial Fund (NLEOMF). It is now an annual event. Riders in the unity tour are active or retired sworn law enforcement officers. Each rider raises a minimum of \$1,500 and since 1997 the Police Unity Tour has raised over \$900,000 for NLEOMF. For more information, visit www.policeunitytour.com.

The 16th Annual Candlelight Vigil, May 13: The annual candlelight vigil is held at the National Law Enforcement Officers Memorial site at Judiciary Square. Hundreds of police officers, honor guard teams, and their family and friends surround the granite walls and stages at the National Law Enforcement Officers Memorial.

Family members of slain officers are escorted into the memorial site by a police motorcade. As the families step from their buses, they are greeted by a cordon of honor guard teams, escorted into the memorial site, and seated.

At night falls, a guest speaker (often the attorney general of the United States) addresses the families, officers, and guests.

Candles are distributed to everyone in attendance, and at a precise time the can-

dles are lit in memory of the slain heroes. With thousands of candles lighted, the audience is reminded that as in the first memorial service, the lighting of a single beam of light—a blue laser—represents the thin blue line. The scene is powerful; imagine thousands of flickering candles held by officers and family members and a single blue beam of light stretching into the night sky, reminding everyone of the sacrifice that all officers and their families may need to make for others.

A significant part of the candlelight vigil is the reading of the new names added to the granite walls of the National Law Enforcement Officers Memorial. Family members, departmental members, and dignitaries read the names. Wreaths are laid and family and friends of the slain officer place departmental patches around the memorial walls.

The Steve Young Honor Guard Competition, May 14: The Fraternal Order of Police National Memorial Committee hosts the Second Annual Steve Young Honor Guard Competition where teams demonstrate their discipline and professional prowess in friendly competition in performance categories that range from the inspection drill to the posting of the colors. This event offers the challenge of intense high-quality competition and also provides a forum for the exchange of ideas and building friendships between honor guard teams. The competition is named in honor of Steve Young, past national president of the Fraternal Order of Police who

died January 9, 2003, of cancer while serving his term of office. Visit www.police-weekhonorguard.com to learn more.

The Ninth Annual Emerald Society and Pipe Band March and Service, May 14: In the evening, pipe bands and honor guard units will march through the streets of Washington, D.C., in a memorial parade that ends at the center of National Law Enforcement Officers Memorial.

Annual National Peace Officers Memorial Day Service

The annual service is held on the front lawn of the U.S. Capitol. Motorcycle officers lead the motorcade of buses carrying survivors to the Capitol. Police officers and honor guard members establish an honor cordon through which the families of slain officers walk to be seated on the front lawn of the Capitol.

Thousands of officers, supporters, and family members have joined the survivors in this service to recognize the sacrifice made for their community. The president of the United States is usually the speaker at this service.

Upon the conclusion of the service, officers, family members, and survivors return to the memorial site, where the formal wreath-laying ceremony is placed at the National Law Enforcement Officers Memorial. Two officers are chosen by lottery to stand vigil for 15-minute intervals, one on either side of the wreath, an honor for any police officer or honor guard member.

COPS 20th Anniversary

May 14, 2004

Commemorative Badge, Lapel Pin and Coin for Sale

On May 14, 2004, Concerns of Police Survivors, Inc. will observe 20 years of service to America's law enforcement survivors. The sale of a specially commissioned badge, lapel pin, and commemorative coin has been authorized to help raise money to fund COPS' ever-expanding programs.

Designed and made in the USA by Collinson Enterprises especially for COPS, the badge, coin, and pin are true works of art and will be sought by collectors of law enforcement memorabilia.

During the next several months, COPS will sell this memorabilia, and agencies throughout the country will be asked to allow their officers to wear the lapel pin and/or badge on their uniform during National Police Week 2004. Help us get the competition going between agencies to see which give COPS the best support!

For a limited time, badges may be purchased for \$59.00 each. The pin is just \$10.00. The coin is \$15.00. Or you can purchase all three displayed inside a beautiful velvet-lined case for \$80.00. First class mail and handling is included.

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The National Law Enforcement Officers Memorial is a powerful symbol for the families of slain officers, their comrades, and their friends. More than 12,000 names have been etched in the memorial walls, allowing others to pay respect to those who have made the ultimate sacrifice in service of their community. "We should remember the way they lived," goes the best statement on the death of these brave officers, "not how they died."

Concerns of Police Survivors

Concerns of Police Survivors is celebrating its 20th anniversary this year. Concerns of Police Survivors Inc., also known as COPS, is a nationwide nonprofit organization that helps rebuild the lives of survivors of law enforcement officers killed in the line of duty. Its programs include an annual survivors conference and weekend grief get-aways for spouses, parents, siblings, adult children, and in-laws of fallen officers.

COPS was organized in 1984 with 110 members. Today, COPS' membership exceeds 12,000 families. Since 1990, COPS has received a yearly \$150,000 grant from the Bureau of Justice Assistance, in the U.S. Department of Justice, to help surviving families cope with the trauma of line-of-duty death. Additional funding is obtained through special grants, fundraising activities, and individual charitable donations.

COPS has expanded its area of concern beyond the survivor issues. Experience has taught that the law enforcement agencies must be trained to handle surviving families. For most departments, losing an officer in a line-of-duty death is not common.

For that reason, COPS has developed a national training program for law enforcement agencies and officers on dealing with grief, developing general orders on officer death, promoting critical incident debriefing teams, and promoting the awareness of the effects of law enforcement officer deaths. COPS provides peer support at the national, state, and local levels, and it has organized chapters that function in several states at the grassroots level. It has publications, scholarships, outward-bound programs, retreats, and assistance programs for survivors. For more information about COPS visit www.nationalcops.org

The Eternal Flame

"This eternal flame is not Akron's flame," said Chief Michael T. Matulavich at the dedication service of the eternal flame as part of the Akron, Ohio, Police Department's memorial. "It is to honor every law enforcement officer who has lost their life across this country."

The memorial monument and eternal flame of the Akron Police Department,

like many other departments' memorials, serve as a constant reminder that commitment to public safety can come at a high price. Since 1963 Akron has held memorial services to remember the 20 officers of the Akron Police Department who made the ultimate sacrifice.

The origin of the Akron police memorial occurred in 1997 when the Fraternal Order of Police Lodge 7 and the Akron police administration had a vision to honor fallen officers and their families with a lasting symbol of appreciation for their sacrifice. The theme of the memorial is that we will never forget those who gave their lives in service to the citizens of Akron.

Because the officers died in service to the community, FOP Lodge 7 and the police administration felt it important to involve the community in making this vision become a reality. Fundraising efforts included the sale of a specially commissioned Road Champs cruiser and generous donations from a broad spectrum of the community. The memorial became a reality on May 13, 1997, when more than 1,000 people witnessed its dedication.

In September 2000 Chief Matulavich encouraged incorporating an eternal flame within the Akron monument. The FOP Lodge 7 embraced this idea and a fund raising campaign began. The entire cost of the project was funded through several corporate donations. By July 2002 the addition of the eternal flame to the memorial was realized and officially lit. More than 2,000 people attended the dedication.

Just like the Akron memorial and eternal flame, communities across North America have built memorials to symbolize police officers that have made the supreme sacrifice for their communities.

For more information about how Akron built its memorial, call or write to Deputy Chief Craig Gilbride at the Akron Police Department.



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Internet Safety

A Partnership between Law Enforcement & Educators

**By James W. Greenleaf,
Associate Deputy Director
(Retired), Federal Bureau of
Investigation, Washington,
D.C.**

Today's youth are the first generation to grow up with the Internet as a part of everyday life. The advances in technology allow young people to reach out to a new universe of knowledge and cultural experiences. They travel through cyberspace frequently, and often alone. But cyberspace also can expose them to harm from Internet predators and identity thieves, and it can tempt them to commit violations of intellectual property rights. Law enforcement and local schools can provide resources to protect the youth and enable them to be good cybercitizens.

i-SAFE Safe School Education Initiative

Lessons for Grades K-8

1. Cybercommunity Citizenship: The cybercommunity's similarities to the physical community, and the need for responsible interactions while using the Internet.

2. Cybersecurity: The principles of e-mail protocol, including the personal consequences resulting from viruses, worms, flaming, hate e-mail, and so on.

3. Personal Safety: How to identify the danger signs and strategies to avoid them, recognize appropriate and inappropriate behavior, establish personal information boundaries, refuse to be drawn into potentially compromising or harmful situations, how to report incidents that make students feel uncomfortable or fearful, and understand the negative real-world consequences of revealing personal information.

4. Predator Identification: How to recognize the techniques used by cyberpredators to contact, communicate, entice, entrap and exploit victims; how predators use chat rooms, instant messaging, and student screen names to gather information. Law enforcement usually teaches this lesson.

5. Intellectual Property: How to know the legal and ethical way to deal with protected property online; discuss plagiarism or theft of protected property such as music, videos, films, software, and written and visual content; serious negative consequences of failure to follow the law.

Lessons for Grades 9-12

1. Privacy and the Internet: Internet privacy issues and the risks of privacy encountered while online; the legal acquisition and distribution of personal information; and identity theft via the Internet.

2. Cyberrelationships: The risks associated with relationships established online; the grooming process a cyberpredator uses to prepare victims for a face-to-face meeting; and harassment and or cyberstalking.

3. Intellectual Property: Wrongful online appropriation or use of online copyrighted material; the consequences of such conduct; and the need for responsible online behavior.

4. Security: Code that is potentially malicious such as viruses, worms, and Trojan horses; the consequences of intentionally creating and distributing malicious codes; hacking; and the need for behaving responsibly when using computers and the Internet.

5. Social Issues: Showing respect for other people's views while online; the destructive nature of hate sites; online etiquette; the consequences of hacking and other online malicious activities; and strategies on how to avoid unlawful online behavior.

Congressional Action

The U.S. Congress recognized the potential of the Internet to exploit young people and has designated the i-SAFE America Inc. Foundation, a nonprofit education organization founded in 1998, to bring Internet safety education and awareness to youth.

The mission of i-SAFE America Inc. is to educate and empower youth to safely and responsibly take control of their Internet experiences. The foundation's goal is to provide students with the awareness and knowledge they need in order to recognize and avoid dangerous, destructive, or unlawful behavior on the Internet. Designed as a proactive prevention-oriented Internet safety awareness program, i-SAFE provides students with the critical thinking and decision-making skills they need to recognize and avoid hazards in cyberspace and how to respond appropriately to those hazards.

In 2002 the i-SAFE Safe Schools Education Initiative and Outreach Campaign received \$3.554 million to begin to fulfill its mission and goal. In 2003 Congress increased its support of i-SAFE and awarded it \$5 million to continue educating and empowering students nationwide. The Safe Schools Education Initiative and Outreach Campaign were launched in 24 states during 2002-2003 and have expanded into all 50 states during 2003-2004.

Local Police Involvement

The i-SAFE program provides free training and curriculum materials to law enforcement agencies and educators who, in turn, present the program to their local school districts. Police officers and educators are trained together to promote a close working relationship. Once trained on the curriculum (usually in four to six hours), they are free to develop an individualized implementation plan that meets their local needs and priorities.

The entire program has been reviewed and approved by the Child Protective Division of the Juvenile Justice and Delinquency Prevention Program in the U.S. Department of Justice and incorporates the Curriculum Scorecard Requirements of the National Center for Missing and Exploited Children. In addition, i-SAFE has worked closely with the FBI's Community Outreach Program to help train children on Internet safety at selected schools around the country.

Components of i-Safe Education

The i-Safe program is designed as a prevention-oriented Internet safety awareness program divided into three distinct areas: the Safe School Education Initiative, the Community Outreach Campaign, and

the Youth Empowerment Campaign. All curriculum, outreach, and youth empowerment materials as well as the professional development program are provided at no charge to schools, school districts, and law enforcement agencies.

Education: The education component teaches and empowers students through innovative, interactive classroom lessons to students in all grades (K-12). Educators and law enforcement officials are trained and certified to teach students and are empowered to train and certify others through i-Safe's professional development program.

Teaching children how to identify Internet predators and how to react when confronted by one is part of the program. In 1996 the FBI was involved in 113 cases involving Internet crimes against children. Between 1996 and 2002, the number of open cases went from 113 to 2,370. The FBI has indicated that child pornography and sexual exploitation of children on the World Wide Web is one of the most significant crime problems that it confronts.

Identity theft has become one of the fastest growing financial crimes. A recent Harris Poll indicated that 90 percent of Americans said they were concerned about threats to their personal privacy, and four out of five believed they had lost

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control over how their information is used. *Newsweek* has reported that 87 percent of Americans can be uniquely identified by just three pieces of information: date of birth, gender, and their 5-digit zip code. The education component prepares the youth to avoid having their identity stolen.

Intellectual property theft is also receiving increased attention. Copyright piracy is growing exponentially, with billions of unauthorized music downloads per month occurring online. The Motion Picture Association of America estimates

that it already loses more than \$3 billion annually to the sale of illegally copied movies; and by some estimates, more than 350,000 movies are illegally downloaded every day. The education component of the program is designed to prepare the youth to be responsible citizens on the Internet as well as protecting them against predators.

Outreach: The outreach component extends the knowledge beyond the classroom, using abilities and resources from community and school leaders, parents, and students to maximize Internet safety

- 605.6 million people use the Internet worldwide, as of September 2002.¹

- There are 2 million new users of the Internet per month in the United States.²

- 48 million children five to 17 now use computers. One in 33 has received an aggressive solicitation to meet a cyberfriend in person.³

- Children five to 17 spend 5 billion hours online each year.⁴

- 90 percent of children between the ages of eight and 16 have viewed pornography on the Internet. In most cases, the sex sites were accessed unintentionally when a child, often in the process of doing schoolwork, used a seemingly innocent sounding word to search for information or pictures.⁵

- According to an Arbitron Media study, the majority of teenagers' online use occurs at home, right after school, when working parents are not at home.

- 75 percent of kids have Internet access at home, and nearly one in three has access from his or her bedroom.⁶

- A study by the NOP Research Group found that 29 percent of kids seven to 17 would freely give out their home addresses over the Internet.

- 30 percent of the girls responding to a Girl Scout research study reported that they had been sexually harassed on the Internet, but only 7 percent told their parents; others feared their parents would overreact and ban computer use.

- 62 percent of parents are unaware their children have accessed objectionable Web sites.⁷

¹ Nua Internet Surveys, "How Many Online?," <http://www.nua.com/surveys/analysis/index.html>, April 1, 2004.

² U.S. Department of Commerce, National Telecommunications and Information Administration, Economics and Statistics Administration, *A Nation Online: How Americans Are Expanding Their Internet Use* (2002), <http://www.ntia.doc.gov/ntiahome/dn/html/toc.htm>, April 1, 2004.

³ U.S. Department of Commerce, *A Nation Online*.

⁴ Datamonitor, "Online Youth Marketing" (2002), report no. GBP2995, www.datamonitor.com.

⁵ Rep. Tom Osborne, "Making Our Kids Safe Online," in *Washington Round-up*, December 16, 2002, http://www.house.gov/apps/list/speech/ne03_osborne/wc20021226no2.html, April 2, 2004.

⁶ Kaiser Family Foundation, "Teens Online," *Key Facts* (fall 2002), <http://www.kff.org/entmedia/loader.cfm?url=/commonspot/security/getfile.cfm&PageID=14095>, April 2, 2004.

⁷ Yankelovich Partners study, September 1999.



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awareness. A critical aspect of the I-SAFE Outreach Campaign is public awareness.

An important part of outreach includes getting the community involved by extending the Internet safety concepts beyond the classroom and schools and into the community at large. The strategy for protecting children from victimization encompasses the combination of community members to share the message of Internet safety with their families and neighbors. The i-SAFE community outreach campaign is based on a variety of people working together to provide this valuable information throughout their communities.

Youth Empowerment Campaign: The youth empowerment campaign recognizes that children are their own best teachers. i-SAFE student mentors educate and empower other students in a very effective way: peer-to-peer communication.

The i-SAFE youth empowerment campaign is the vehicle that ties the education and outreach components of the organization together. In the classroom lessons, students are encouraged to join the student mentoring program. These volunteer mentors work together and use peer-to-peer communication to create, plan, and organize activities and events that provide valuable Internet safety information to their schools and communities. Law enforcement assists the mentors by providing ideas, resources, and assistance to maximize Internet safety awareness throughout their respective communities.

Preparing for the Cyberspace Future

Today, the world has changed for law enforcement. Not only does law enforcement need to concern itself with the physical safety of citizens, but law enforcement also needs to be concerned with the cybersafety of its community, especially the children. The use and misuse of cyberspace requires law enforcement to take a proactive role in providing Internet safety training and tools to educate and empower the youth to recognize and avoid dangerous, destructive, or unlawful online behavior. The i-Safe program represents one way for law enforcement agencies to do just that.

For more information, visit www.isafe.org, call 760-603-7911, or write to info@isafe.org.

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De-escalating juvenile Aggression

**By Jeffrey S. Golden, J.D.,
Director, The National Justice
Group, Lincoln, Nebraska**

Juveniles are not simply little adults, and the techniques for de-escalating aggressive juveniles are different from the techniques used to deal with adults.

This unique status of juveniles has been recognized and codified in various special protections under state and federal law.

Juveniles are unlike adults physically, psychologically, and socially, and the aggression they display toward authority figures is significantly different from the aggression displayed by adults. Consequently, effective techniques used to de-escalate juvenile aggression are different from those used to de-escalate adults.

When police officers come into contact with an aggressive juvenile, their goal should be to de-escalate the juvenile's aggression quickly and safely. Solving the juvenile's problem comes later in the officer-juvenile interaction.

This article describes professionally evaluated skills that law enforcement officers have used to de-escalate juvenile aggression.¹

Juveniles Are Different—Socially, Physically, and Psychologically

Understanding when, why, and how juveniles are likely to escalate or become aggressive is critical to being able to de-escalate their aggression. Physically, juveniles, and especially adolescents, are going through hormonal growth spurts. What is not so obvious is that those hormones are internally producing drugs that juveniles have no control over, and an outcome of this hormonal growth can be aggressive behavior.

Psychologically, juveniles have less functional activity than adults in the part of the brain that organizes and controls behavior. Teenage brains have greater activity in the part of the brain that associates external stimuli with emotional responses. The outcome of this psychological makeup results in juveniles reacting differently from adults. Officers should be neither surprised nor annoyed when agitated juveniles act out quickly, emotionally, and irrationally.

Socialization is an important part of the juvenile life, yet some of the most important socialization factors such as family, environment, and exposure to violence are completely beyond the control of a juvenile. Friendship is a critical part of socialization and saving face in front of friends is very important. When officers confront a juvenile in front of his or her peers, the juvenile is likely to act up and mouth off to avoid appearing weak.

Like adults, juveniles may act aggressively under the influence of a drug. It must be remembered that the de-escalation techniques described in this article will not work on a juvenile under the influence of any drug. De-escalation techniques require a degree of cognitive ability that simply does not exist in a juvenile under the influence of a drug and, therefore, de-escalation techniques are not recommended.

Why Juveniles Become Aggressive

All juveniles have four needs that, when not met, can lead to aggression:

- Love and belonging
- Power and importance
- Fun and pleasure
- Freedom and choice

When juveniles engage in errant or illegal acts, officers have a duty to intervene and may have to stop a juvenile from trying to fulfill one or more of those

needs. Recognizing that such intervention is likely to frustrate or even escalate a juvenile's aggression, an officer needs to know how to place limits on those needs that will be accepted by the juvenile.

Love and belonging can be expressed in many different forms. Be careful to not make judgments about what a juvenile does that gives him or her a sense of love and belonging. Juveniles are often very good at reading adults, including their judgments. Although multiple body piercing designed to show love or friendship may not receive an adult's approval, it may be a juvenile's chosen means of expressing love or belonging. In order to win the trust of the juvenile it is important that the officer does not communicate personal biases against the juvenile's lawful expressions.

Juveniles are keenly aware of power and importance. They've seen it exercised over them throughout their childhood, and they want a taste of it for themselves. Taking away what power they may have or minimizing their feelings of importance (especially in front of their peers) will likely escalate their aggression. Officers can empower a juvenile to make a better choice and act more responsibly. Encouraging, praising, explaining, or showing a juvenile what you want him or her to do works far more effectively than giving orders. The potential for escalating aggression is reduced by empowering a youth to act responsibly, rather than the exercising power over the youth.

Juveniles seek new forms of fun and pleasure as they exit childhood. They want to experience new thrills that sometimes require police intervention. Some juveniles have had few limits placed on them or enforced consistently and, therefore, when an officer tries to limit their fun and pleasure, it's not surprising that there's resistance. However, juveniles will



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often accept limits when they are explained to them. In the officer-juvenile intervention it is important to explain that the limit being imposed is temporary and the possible consequences for not complying are explained in simple terms to which juveniles can relate.

Finally, there are times when an officer will have to restrict a juvenile's freedom or limit their choices. This can cause frustration and prompt loud opposition because juveniles often do not always recognize the difference between short- and long-term consequences. It is necessary to remind the juvenile of what is often obvious to the adult: the restriction is only temporary, their compliance will help, and opposition might make the problem worse. If it's possible to give a juvenile a choice between lesser evils ("Take a ticket, or a tow truck will impound the vehicle. The choice is yours."), doing so will allow the juvenile to retain some degree of freedom and to make his or her own choice.

Adult vs. Juvenile Aggression

There are three major differences between adult and juvenile aggression. First, adults have a much greater ability to control their aggression. This comes from experience and maturity and an understanding that the law limits aggressive acts. Juveniles, lacking experience in life and the maturity that comes with experience, have much less ability to control aggression. Adults generally accept limits as necessary forms of social control designed for everyone's safety. Juveniles are at a stage of life where they are learning through the testing of limits and they sometimes act with little regard for safety.

Second, juveniles tend to exhibit emotional aggression, whereas adults tend to exhibit deliberate aggression. However, juveniles can exhibit either form. Emotional aggression is usually an out-of-control act that is often annoying and loud; it is almost always associated with one or more of their four needs not being met. Emotional aggression is often quickly ignited and can occur repeatedly over a short period of time. An example of emotional aggression is a youth who becomes increasingly frustrated to the point of exploding and lashing out at anyone or everyone. Who or what the youth is upset at is not necessarily clear.

Adults more often display deliberate aggression. Deliberate aggression is often a criminal act with specific intent to do harm to a person or property. The source of the adult's anguish is typically clear to observers.

Juvenile aggression is much more volatile and unpredictable than adult aggression. Therefore, it can be significantly more dangerous. For that reason, it is important to have a clear and simple model to follow when attempting to de-escalate juvenile aggression.

Adult De-escalation Techniques Don't Work Well on Juveniles

Aggressive juveniles neither think nor respond as adults do, and they lack the experience and maturity to make adult decisions. Adults are more likely to respond to verbal commands and show some degree of respect for officers, whereas juveniles tend to question, challenge, and confront commands from adult authority figures.

Some juveniles are smaller and more vulnerable to injury from the restraints and takedowns effectively used on adults. Even more important is the fact that juveniles, once in pain, experience an adrenaline dump that often results in greater resistance, louder altercations, and a more dangerous confrontation. Pain actually escalates juvenile aggression.

Law enforcement officers can expand their tools and skills to include a juvenile-specific de-escalation model as well as physical restraints that effectively restrain and take down without causing pain. Such techniques, which must be used properly and carefully, usually rely upon the principles of leverage, balance, and momentum to gain and exercise control without resorting to pressure points, pain, muscling, or other overpowering techniques. The whole point of de-escalating juvenile aggression is to help youth out of their emotional pain while safely controlling the situation.

A Juvenile Aggression Control Model

The flow chart in figure 1 (page 34) illustrates a model that is initially no different than a basic threat assessment: is the incident a clear and present danger, or is there no immediate danger? If there is a clear and present danger, the officer must take the necessary action. There is no attempt to de-escalate juvenile aggression at this time. But if there is no immediate danger, the officer is asked to make one additional assessment: is the aggression displayed by the juvenile deliberate, or is it emotional? The assessment of the type of anger displayed dictates the appropriate and effective de-escalation techniques. The de-escalation techniques are specific to the type of anger shown and are not interchangeable.

De-escalating Deliberate Juvenile Aggression

Deliberate aggression on the part of juvenile is clearly directed with specific intent to harm. A series of increasingly more direct techniques can work to de-escalate juvenile aggression.

First Step: An officer can remind (subtle verbal hint that the juvenile's action is unacceptable), warn (inform the juvenile of a consequence if there's no compliance),

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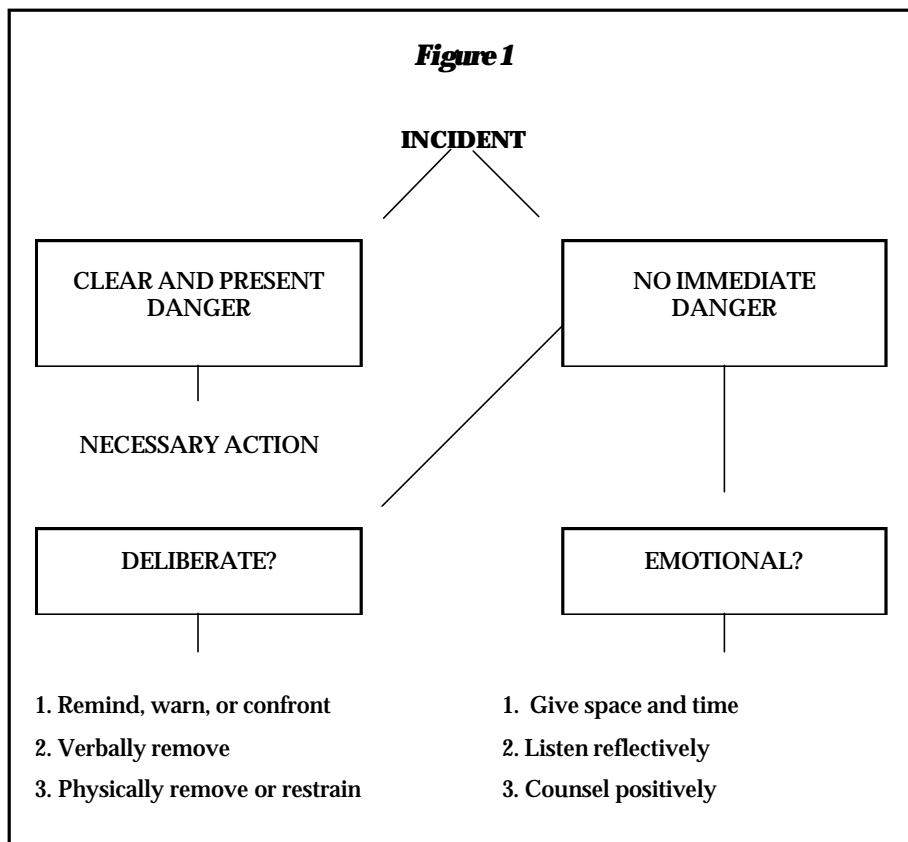
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or confront the juvenile (clearly and firmly state the problem and an instruction). An officer can use any or all of the techniques in an attempt to de-escalate the juvenile; but starting with the least threatening (remind) takes only a few seconds.

For example, an officer speaking to a deliberately aggressive juvenile could progress through the three techniques by saying the following:

Remind: "Do you really need to yell for me to hear you?"

Warn: "If you continue to yell I may have to cite you for disturbing the peace."

Confront: "You're yelling and disturbing the peace. Stop yelling now or I'll arrest you."

Second Step: If a deliberately aggressive juvenile does not begin to de-escalate after being reminded, warned, or confronted, the next least intrusive intervention is to verbally remove the juvenile. This is a verbal order to leave with the officer accompanying the juvenile.

Third Step: Not every juvenile will de-escalate, even after officers attempt to use several tools. In such cases, the juvenile may have to be physically removed or restrained.

De-escalating Emotional Juvenile Aggression

Emotional aggression is a common form of juvenile aggression. The aggression can be start quickly and it can involve lashing out at everyone. It is usually an

out-of-control act, often annoying and loud, and can occur repeatedly over a short period of time.

First Step: Give the juvenile sufficient personal space and time to emotionally vent. Crowding the juvenile or forcing a conversation at this emotionally agitated time will only escalate the anger. Closely watch the juvenile and provide reassurance that you are there to protect them and that you are ready to talk when they want. Much to the surprise of officers trained in these skills, most juveniles quickly de-escalate when given some time and space in the officer's presence.

Second Step: Once the juvenile has the time and space to calm down, the next step is reflective listening. Reflective listening is a participatory process where the officer succinctly paraphrases or repeats the juvenile words. Literal reflective listening will sound very strange. Hearing every single word repeated back is not a normal, everyday occurrence. However, that is part of the technique; repeating exactly what was said sounds strange to an untrained ear and it distracts the juvenile from his or her anger. Exceptional practitioners of reflective listening can paraphrase a juvenile's words and can even engage in a conversation as they restate what the juvenile tells them.

Reflective listening is probably the most effective skill an officer can learn to de-escalate emotional juvenile aggression. It does four things: (1) it encourages and allows the juvenile to verbally vent frustration, (2) it allows an officer to check

the accuracy of what the juvenile says, (3) it allows the juvenile to use the officer as a sounding board, and (4) it affords the juvenile some time to hear what he or she said and think about it.

Example:

Youth: "You damn cops are always hassling me! Why can't you just get outta my face and leave me alone!"

Officer: "We're always hassling you? You want me to back up and leave you alone?"

OR

"I hear you. The cops are always bothering you. You don't want to be hassled and I don't want to hassle you either."

If reflective listening is used effectively, a juvenile displaying emotional aggression will vent quickly and may begin to tell officers about the situation that led to the aggression. Reflective listening seldom lasts more than a few minutes. During that time, the juvenile will signal his or her readiness to engage in a more constructive conversation. The signal is often a long pause after a period of reflective listening or the juvenile may ask, "Why are you repeating everything I say?" or something to that effect. That is the cue to begin counseling positively.

Third Step: Counseling positively requires officers to prompt juveniles to suggest some acceptable options to dealing with the immediate situation that led to the aggression. Juveniles are likely to take the easy way out and say, "I don't know," giving the officers an opportunity to suggest some possible positive actions. Note that the officers are not to solve the juveniles' problems or tell them what to do. The objective is to get the juveniles to take responsibility for their actions and help them help themselves. This builds the juveniles' trust in the officers and confidence in themselves.

The Future Need

Demographics experts predict that juvenile arrests for violent crimes will increase rapidly in coming years, given current population growth projections and trends, which means officers will be encountering a growing number of aggressive juveniles. The skills described in this model are designed to help officers de-escalate juvenile aggression and keep juveniles, officers, and bystanders safe.

For more information on de-escalating juvenile aggression, call the author at 877-297-8654, or write to him at justice@nationaljustice.com.

¹ Denise C. Herz, "Improving Police Encounters with Juveniles: Does Training Make a Difference?" *Justice Research and Policy*, vol. 3, no. 2 (fall 2001).

Bullying

A New Approach

**By Dan Williams, Constable,
School Resource Officer Unit,
Edmonton Police Service,
Canada**

As a result of unfortunate deaths related to bullying incidents in Victoria and Halifax, parents demanded new legislation governing bullying. On March 11, 2003, the Edmonton Public Places Bylaw was amended to include bullying behavior as an offence. It was passed by a majority vote by Edmonton City Council and is believed to be the first of its kind in North America. The law is administered by police officers only, carries a fine of \$250, and applies to the bullying of persons under 18 years of age. It came into effect May 1, 2003.

The bylaws define bullying as "repeated intimidation of others by the real or threatened infliction of physical, verbal, written, electronically transmitted, or emotional abuse."

Bullying can start at a very young age and can include playground teasing and name-calling. It continues into the teenage years where sexual harassment, dating violence, and gang attacks emerge. It continues then into adulthood where marital violence, child abuse, and workplace harassment are some of the side effects.

Antibullying programs only work at a child's early stage of development. At a later stage, the programs must be supported by legislation, for bullies do not grow out of it; rather, they grow into criminals.

The impact of bullying extends beyond the range of the bully and the victim to the peer group, school, and community. Society cannot depend solely on schools to deal with bullying issues, for it is a community problem.

Edmonton's school resource officers estimate that between 50 percent and 70 percent of the complaints in schools are

related to bullying. Some victims of bullying are so afraid that they refuse to return to school. Others have even talked about suicide. Obviously, students have the right to attend school without being harassed or subjected to intimidation.

Bullying is not innocent child's play. Repeated bullying can cause psychological distress and many related difficulties. It can trigger anxiety and depression in children, significantly damage their self-esteem, cause lifelong emotional pain, and lead to suicide. Even when victims of bullying are not driven to these extremes, they often experience significant psychological harm that interferes with their social, academic, and emotional development. Victims become withdrawn, isolated, and depressed. This has adverse consequences on their education and very often their health. When taken to an extreme, those who bully may actually kill their victim. If not addressed, those being bullied may finally react in an extreme fashion. History of school violence has shown that what comes out of someone's mouth can be just as deadly as a weapon. The scars are forever. No one should have to commit suicide or resort to violence to resolve problems brought about by bullying.

An informal evaluation was conducted with all school resource officers in Edmonton senior high schools. Since the implementation of the bullying bylaw, the incidences of bullying have been declining, although to date only four charges have to be made under the new bylaw. With the new law in place, school resource officers are being proactive in issuing warnings to students of the possible consequences should their behavior continue. Students who are being bullied are reassured that they themselves do not need to resort to violence to deal with the problems brought about by bullying. In Edmonton, the school resource officers feel that with the new bylaw they have an effective tool to protect students' rights and combat bullying.



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All cancellations must be made in writing and sent to IACP Conference Registration by mail (515 North Washington Street, Alexandria, VA 22314 USA), fax (703-686-4543) or e-mail (con2004@theiacp.org).

For cancellations postmarked or fax- or e-mailed on or before October 22, registration fees will be refunded less a \$50 service charge; cancellations postmarked or fax- or e-mailed between October 23 and November 11 will be assessed a \$75 service charge. No refunds will be made for cancellations postmarked or fax- or e-mailed on or after November 12. With appropriate written justification, a 50 percent refund may be issued for cancellations postmarked or fax- or e-mailed on or after November 12.

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pre04

IACP USE ONLY

Reducing Crime through juvenile Delinquency Intervention

**By Thomas J. Lemmer,
Lieutenant and Acting
Director, and Rachel M.
Johnston, Projects
Administrator, Research and
Development Division,
Chicago Police Department**

Some police officers beginning their careers in law enforcement believe that reductions in crime are best achieved by making big arrests involving the dramatic apprehension of dangerous offenders. To these officers, the first-time arrest of a juvenile for a minor violation seems a mundane and unimportant policing activity that does not meet the big-arrest standard. This misconception of what constitutes an important arrest is regularly communicated throughout our culture by way of the evening news, movies, and television programs, which makes it somewhat easier to understand why new officers may not see the significance of a juvenile's first arrest. James Fyfe has noted that the news and entertainment industries generally ignore the implementation of effective crime prevention strategies, choosing instead to "grant police their greatest glory" for making the "cops 'n' robbers" arrests that provide "spectacular headlines and sensational docudrama."

When examining the potential long-term negative impact on the community, the first-time arrest of a juvenile offender is a big arrest that criminal justice professionals cannot afford to treat as trivial. The way law enforcement agencies han-

dle first-time juvenile offenders can affect the juvenile and his or her inclination to continue to violate the law. When treated as an insignificant event by the police, the first arrest represents a missed opportunity at intervention that could lay the foundation for repeated delinquency and perhaps hundreds of criminal acts over a lifetime. When handled proactively and

***The most significant crime
reduction effort may be the
one that prevents a
juvenile's first arrest from
leading to a series of costly
interactions with the
criminal justice system.***

with the appropriate gravity, that first police encounter can be a foundational life experience capable of reversing a juvenile's downward slide into potentially chronic, serious, and violent delinquency, as well as a key opportunity to achieve significant, long-term crime reductions for the community.

Chicago's Juvenile Intervention Project

The opening of Chicago's first juvenile intervention and support center marks a major turning point that builds upon the Juvenile Gang Intervention Partnership

Program (JGIPP), which was first introduced in December 1999 by the Chicago Police Department (CPD). JGIPP was initially funded through the federal Juvenile Accountability Incentive Block Grant program, enabling the CPD to establish the Chicago-Cook County Juvenile Crime Enforcement Coalition (JCEC). This coalition includes the Cook County State's Attorney's Office, Juvenile Court, and Juvenile Probation Department; the Illinois Department of Children and Family Services; Chicago's Departments of Public Health and Human Services; the Chicago Public Schools; the University of Illinois Institute for Juvenile Research; Chicago Metropolis 2020; and the Allstate Foundation, among other government agencies and civic organizations. The Juvenile Crime Enforcement Coalition provided the police department with an effective advisory board from which to build a truly comprehensive multiagency partnership to address the issues of serious, violent, and chronic juvenile crime in Chicago. Each of the JCEC's partners shares a commitment to the principles of balanced and restorative justice (BARJ) and is committed to establishing a coordinated, multidisciplinary approach intended to reduce juvenile delinquency levels.

Station Adjusted Juvenile Offenders

During the first phases of Chicago's juvenile project, the police department tested two variations of a juvenile delinquency intervention model by using existing police resources and contracting for the enhanced case management of social services. Both of the earlier program models targeted juvenile offenders who were eligible to be station-adjusted under Illinois law.² In Chicago, to be eligible for a station

adjustment a juvenile offender must have a limited prior delinquency history and the juvenile cannot currently be under arrest for a felony offense or for the use or possession of a firearm. When a case is station-adjusted, it is diverted from juvenile court by a police youth investigator, and the offender is typically released into the custody of his or her parents.

A powerful component of the station adjustment is the ability of the youth investigator to require the juvenile to meet certain conditions, including adhering to a curfew, attending school, participating in community mediation, staying out of certain areas and away from certain individuals, and participating in social services. Although clearly not all station-adjusted juveniles are in need of social services, for some juveniles such services can be critical to preventing continued delinquency.

Prior to JGIPP, the CPD lacked any reliable mechanism to ensure that station-adjusted juvenile offenders actually engaged in the social services to which they were directed. Without such a capacity, the potential for an effective response to a young offender's first interaction with police was often lost. Anecdotally, experienced youth investigators have estimated in years past that perhaps as few as one out of 10 station-adjusted juvenile offenders fully par-

ticipated in the social service programs to which they were referred. The adverse effects from this unmonitored system of service delivery were probably minimal for those juvenile offenders that had sufficient protective factors working in their favor. However, for those juveniles who did not have sufficient protective factors, lacked adequate supervision, or were otherwise in need of greater assistance, it is not likely that the prior approach to service delivery and monitoring provided any significant assistance toward reducing the likelihood of recidivism.

In an attempt to address these challenges while searching for a more effective systemic response to juvenile crime, the original JGIPP effort began in 1999 by focusing on juvenile offenders who

- were age 10 to 16;
- had fewer than four prior arrests;
- were eligible for station-adjustment; and
- had a gang affiliation or were at risk of gang affiliation.

Targeting such juvenile offenders for comprehensive intervention services, at the beginning of what could potentially become a continuing pattern of criminal behavior, was intended to redirect these young offenders toward more productive futures. The social services used within

the current juvenile project continue to be directed toward reducing the risk of both recidivism and gang membership. They include general counseling, anger management, antigang and antiviolen- ce instruction, substance abuse counseling, educational assistance, leadership development, mentoring, community service projects, and structured recreational activities, among others. As this project progresses, these intervention approaches will be expanded to include, when necessary and appropriate, victim-offender mediation and access to mental health treatment. All these efforts are consistent with the BARJ approach, which focuses on ensuring that juvenile offenders

- are held accountable for their criminal actions;
- are monitored to ensure public safety;
- seek to repair the harm they have caused to their victims and the community; and
- develop the competencies necessary to become productive citizens.

The 8 Percent Solution

The research has shown that intervention efforts with juvenile offenders are more likely to be effective in reducing re-

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cidivism when those interventions are attempted at the time of their first few arrests. This approach has been effectively applied by the Orange County, California, Probation Department in their early intervention program, known as the 8 Percent Solution. There, 8 percent of juvenile offenders were rearrested four or more times within three years, accounting for 55 percent of all repeat cases. Most notably, the 8 percent group of repeat offenders had characteristics that were identifiable at the time of their first arrest. These characteristics distinguished them from juveniles who were arrested only once in three years. In general terms, the 8 percent group of repeat juvenile offenders began their offending at an early age and were found to have what was termed a multiproblem profile. These profiles showed multiple problems involving

- the family or home setting (including abuse, neglect, criminal family members, history of running away, lack of parental supervision);
- school (including truancy, failing more than one course, recent suspension or expulsion);
- drug or alcohol abuse; and
- gang involvement.³

Consistent with this research, Chicago's juvenile project has continued to

place a heavy focus on station-adjusted juveniles. Under the project, social workers have been assigned as case managers and perform three particularly key functions with respect to those juvenile offenders diverted from court and identified for intervention services by the youth investigator. First, the caseworkers help youth investigators communicate, to both the juveniles and their parents, the seriousness of the situation and the value of social services. Second, they prepare individualized service plans for each offender assigned to case management. Third, these workers engage in regular monitoring and follow-up to ensure that participation in the identified intervention services is actually occurring as mandated. These efforts are intended to both break the immediate pattern of delinquency and contribute to long-term crime prevention by reducing the number of emerging career criminals.

Gangs and Serious Delinquency

In recent years, a great deal of attention has been focused on juvenile crime and gang-involvement—and for good reason. Nationwide, serious crime has been on the decline, but juvenile involvement in crime and gangs increased significantly during

the 1980s and 1990s. The 1998 National Youth Gang Survey reported that there were approximately 780,200 active gang members in the United States. Arlen Egley and Mehala Arjunan estimated that in 2000 there were more than 24,500 different youth gangs around the country, with more than 772,500 juvenile and young adult members.⁴ In the 1970s, gangs were active in less than half the states, but now every state reports gang activity. The number of cities reporting gang problems increased from fewer than 300 in the 1970s to more than 2,500 in 1998.⁵ Furthermore, there is general agreement that gang violence has become more serious since the 1970s. By comparison, the relatively mild label of juvenile delinquency is no longer

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- 81 percent were first arrested for a nonviolent offense.

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applied to gang-related activity. Although some of the increases in violent behavior are thought to be due to increased participation in the drug trade and resulting territorial disputes, James Howell and Scott Decker believe that the increased availability of weapons and the increased use of cars in attacks on other gangs (drive-bys) have also contributed to the increase in gang-related homicides.⁶

From its inception, the Chicago project has made specific note of the connection between serious juvenile crime and gang membership. It has been well documented that gang membership has a direct impact on both the prevalence and severity of juvenile offending, and the likelihood of continued offending is increased for gang-affiliated juveniles. As compared to other juveniles from the same socioeconomic backgrounds, juveniles who are gang members become involved in crime at a younger age, are involved in more serious criminal behaviors,⁷ and continue to be involved in crime at a higher rate throughout the time they are gang-affiliated.⁸ Although juvenile gang membership in Chicago is in the thousands, their percentage of Chicago's 277,614 juveniles ages 10 to 16, is still relatively small, perhaps 3 to 7 percent.⁹ Yet, of the 139 identified juvenile homicide offenders in Chicago from 1999 through 2003, more than 45 percent of those murders were determined to have been gang-motivated.

Two striking facts show up in the records of many of the 139 juveniles arrested for murder in Chicago from 1999 to 2003: gang involvement, and the swiftness with which these juveniles became involved in such severe offending. This swiftness is evidenced both in the limited number of prior arrests for these offenders and the limited length of time from their first arrests to their arrests for murder. In fact, 12 of the 139 juveniles (or 8.6 percent) had no prior Chicago arrests at all. Of the remaining 127 juveniles with at least one prior arrest, 26 (or 28.3 percent) had only one arrest. Nearly half (59, or 46.5 percent) had only one or two arrests, and surprisingly only about one-third (41, or 32.3 percent) had five or more prior arrests. Furthermore, for the 127 juveniles who had at least one arrest, more than one-third (49, or 38.6 percent) were arrested for murder within one year of their first arrest, and more than two-thirds (86, or 67.7 percent) were arrested for murder within two years of their first arrest.


Although the numbers show how quickly a juvenile can move from a non-violent first offense to a more serious one, they also reveal an opportunity: the identified juvenile homicide offenders had been arrested a combined total of 516 times before they were arrested for murder. Particularly since 81.1 percent of






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these prior arrests were for nonviolent offenses, police and others clearly have opportunities to intervene before a juvenile's offending has escalated to serious violence. But many juveniles arrested for murder have few prior arrests. Consequently, reducing the likelihood that juveniles will continue to offend or become involved in increasingly serious crime requires that comprehensive intervention options are applied at the earliest stages of juvenile delinquency—especially at the time of a juvenile's first arrest.

Lessons Learned and Future Direction

Since the implementation of the initial pilot project, the CPD has been able to make several important observations. Some of these points have been long understood and accepted, even if then-existing processes did not adequately address them. For others, the project has allowed for both new meaning and emphasis. This is particularly true with respect to the practical potential that the delivery of effective intervention services, at the very earliest points of a juvenile offender's contact with the criminal justice system, has in helping a law enforcement agency meet its crime reduction mandate from the community.

First, effectively addressing gang-related crime and violence requires the development and implementation of an effective juvenile crime prevention model. Although only a small percentage of Chicago's youth are gang affiliated, on an organizational level, juveniles are the lifeblood that significantly strengthens the criminal gang enterprises to which they belong. For Chicago's major gangs, juveniles are a key resource used to help run street-level narcotics operations and to carry out acts of violence and intimidation. Through their participation in key criminal activities, juveniles provide their gang's much older adult leaders with a valuable shield from law enforcement. Unfortunately, there are far too many juveniles who are willing to place themselves in risky positions in order to reap the elusive benefits they imagine they will receive as a result of gang-involvement. However, as gang researcher George Knox and others have noted, stemming the flow of new juvenile members is critical to combating and hopefully dismantling these criminal organizations.¹⁰

Second, the initial JGIPP program design was limited by the Chicago Police Department's organizational design and the physical constraints of facilities. The vast majority of juvenile offenders continued to be processed within the confined spaces and adult-centered environments of the district police stations. These facili-

ties are, at best, minimally suited for effective juvenile intervention, particularly since neither the youth investigators nor the project's case workers were assigned to work directly out of the district stations, having instead to travel to these stations when called to assist in handling a juvenile arrest. This initial design was somewhat inefficient with respect to both program coordination and costs. As such, the project provided further support for centralizing the police intake and processing functions. Centralization will provide opportunities to both decrease the length of time patrol officers are off the street waiting for youth investigators and social workers, and it will also reduce the length of time juvenile offenders are held in police custody merely waiting for the arrival of key personnel. In this manner, the center will allow the police department to recognize savings in terms of police resources, as well as provide juveniles with a much more immediate and directed response to their behavior.

Third, the introduction of a social worker to help the youth investigator handle a station adjustment provides an enhanced opportunity for a successful outcome by increasing the likelihood of parental involvement. The presence of the caseworker on the night of arrest seems to raise the perception levels among parents that the arrest of their child is a serious life event. Once raised, this increased parental awareness, coupled with regular follow-up by the caseworker, dramatically increases the likelihood that juvenile offenders will participate as directed in intervention and social services. Obviously, juvenile participation is an absolutely essential prerequisite for these services to have any benefit. Increasing the level of awareness and insisting on parental involvement will increase juvenile participation in intervention services and will ultimately lead to fewer repeat juvenile offenders.

Fourth, and most importantly, the introduction of a specialized juvenile center enhances the CPD's potential for establishing the desired multidisciplinary partnership necessary to have a significant impact on juvenile recidivism. During the remainder of 2004, Chicago's first Juvenile Intervention and Support Center will operate as a prototype facility in advance of two or three additional facilities across the city. Operating this first facility as a prototype will allow the CPD and its JCEC partners to evaluate and adjust the underlying program operations as needed until the final operational design is fully identified. Located on Chicago's Near Southside, the first center will provide juvenile arrestee processing, as well as intervention and support services for six of the Chicago Police Department's 25 police

districts. During 2003 these six districts had a combined total of more than 8,800 juvenile arrests, more than 31 percent of all juvenile arrests in Chicago that year. In these districts, only those arrests of a juvenile for a felony offense requiring the immediate follow-up investigation by detectives (typically for serious violent crimes) will be processed outside the center. While the first phase of implementation will address the police department's need for enhanced juvenile arrestee processing, improving this necessary activity merely provides a foundation upon which the project's more comprehensive initiatives can be built. Among these is the introduction of a redesigned case management approach, which will begin a collaborative partnership involving the police and the city's social service agencies.

In addition, with the assistance of approximately 50 to 100 community volunteers and with financial support from the Allstate Foundation, this first phase will establish the police department's largest victim-offender mediation program to date. Furthermore, this phase will also include the introduction of the police department's most comprehensive collaboration with the Cook County State's Attorney's Office and Juvenile Probation Department. Both agencies will provide on-site personnel to coordinate their court diversion programs with the expanding operations at the center. Although station adjustments will remain the greatest proportion of cases handled outside of juvenile court, the center's coordination with the diversion efforts of the state's attorney's office and probation department is yet another dramatic step toward improving the overall effectiveness of Chicago's juvenile justice system.

The Changing Role

From the traditional policing perspective, there was no higher priority for a law enforcement agency than arresting offenders, and if crime prevention occurred in connection with these arrests, it was, at best, a secondary consideration. Law enforcement agencies that could reliably investigate and solve criminal incidents were generally judged by their communities as successful. However, while meeting this traditional standard was no small achievement, since the advent of the community-oriented policing model, law enforcement agencies across the United States and elsewhere have been under increasing pressure to engage in anticrime measures that extend well beyond merely catching the bad guy. Without question there is now a clear community expectation that police departments will actively foster true and lasting crime deterrence and prevention.

Although theorists continue to debate the underlying causes of crime, there is broad acceptance that crime prevention in general requires a multidisciplinary approach. Additionally, when considering the myriad of complications that come into play when attempting to effectively intervene with juvenile offenders, the need for a coordinated and multifaceted approach to crime prevention is even more clear. As juvenile delinquency expert James C. Howell notes, the best practices in juvenile delinquency intervention involve the use of multiple services from a variety of providers, including "prevention agencies, schools, mental health agencies, social service agencies, youth development programs, child protection agencies, religious institutions, and the juvenile justice system."¹¹

In considering whether or not a law enforcement agency can successfully establish the multidisciplinary approaches necessary to reduce juvenile recidivism, police executives need look no further than their experiences with community policing. Those experiences strongly indicate that when the police work in partnership with the community and civic groups, as well as other criminal justice, social service, and governmental agen-

cies, it is possible to prevent or reduce victimization.

From a long-term perspective, the single most significant crime reduction effort may be the one that prevents a juvenile's first arrest from becoming one that leads to a long line of costly interactions with the criminal justice system. While it is fair to say that helping juveniles to become healthy and productive citizens is a lofty goal for a law enforcement agency, it is one that police departments can attain through a very practical approach to juvenile delinquency. Through the early intervention possible when police officers work in collaboration with an effective social service system, real crime reductions are attainable each time a young offender is diverted away from a life of crime.

¹ James Fye, "Good Policing," in *The Administration and Management of Criminal Justice Organizations: A Book of Readings*, 3rd ed., edited by Stan Stojkovic, John Klofas, and David Kalinich (Prospect Heights, Ill.: Waveland Press, 1999), 121.

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³ U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, *The 8% Solution*, an OJJDP Fact Sheet (Washington, D.C.: U.S. Government Printing Office, November 2001).

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⁷ U.S. Department of Justice, National Institute of Justice, *Comparing the Criminal Behavior of Youth Gangs and At-Risk Youths*, an NIJ Research in Brief document, by C. Ronald Huff (Washington, D.C.: U.S. Government Printing Office, October 1998), 1-2; U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, *Gang Membership, Delinquent Peers, and Delinquent Behavior*, a Juvenile Justice Bulletin, by Sara Battin-Pearson, Terence Thornberry, J. David Hawkins, and Marvin Krohn (Washington, D.C.: U.S. Government Printing Office, October 1998), 1, 8-9.

⁸ U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, *Report to Congress on Juvenile Violence Research*, by Shay Bilchik (Washington, D.C.: U.S. Government Printing Office, July 1999), 27.

⁹ Under Illinois law, juveniles are those persons under age 17. Population figure based upon the 2000 U.S. Census.

¹⁰ George Knox, *An Introduction to Gangs*, revised ed. (Bristol, Ind.: Wyndham Hall Press, 1995), 557-558.

¹¹ James C. Howell, *Preventing and Reducing Juvenile Delinquency: A Comprehensive Framework* (Thousand Oaks, Calif.: Sage Publications, 2003), 194.

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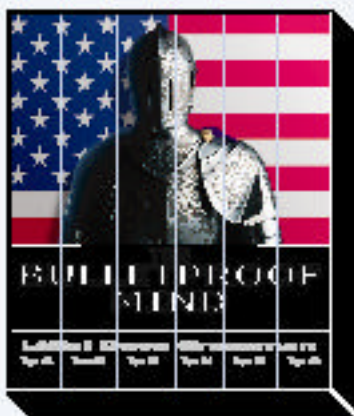
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Recognize Your Outstanding Officers

Police Officer of the Year Nominations Sought

Nominations are now being accepted for the 2004 Police Officer of the Year Award. All sworn, full-time United States officers below the rank of chief can be nominated for exceptional achievement in any police endeavor that occurred between April 1, 2003 and May 31, 2004.

An agency may nominate more than one officer, and each nomination must be endorsed with a signature by the agency head.

Ten officers will also be selected for honorable mentions. All recipients will be featured in *PARADE* magazine, and will be officially recognized during the 111th Annual IACP Conference in Los Angeles, CA on November 16, 2004.

DEADLINE: Nominations must be postmarked by **May 31, 2004**. Find the application plus in-depth information at www.theiacp.org, under 'Awards/Campaigns' by selecting 'Police Officer of the Year.' Describe the officer's actions, and include supporting documents, such as department citations, letters of commendation, newspaper clippings, etc.

Visit www.theiacp.org/awards/poloff/ for more information.

Send nominations with applications to:

IACP, Elisa Cohen, 515 N. Washington St., Alexandria, VA 22314-2357 or fax to: (703) 836-4543 Attn: Elisa Cohen.

Questions: 800-THE-IACP ext. 214 or cohene@theiacp.org.



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

Roy L. Bugher, Undersheriff, Cleveland Co Sheriff's Dept., Norman, OK

Don R. Darning, Chief of Police (ret.), Winnetka, IL; Past President IACP (life member)

Charles Drescher, Director of Systems (ret), Los Angeles Police Dept., Tarzana, CA

David P. Efler, Chief of Police, Zionsville, IN

Jack Kley, Asst. Chief of Police (ret.), Louisville, KY (life member)

Adriano D. Vergara, Police Inspector, Philippine National Police, Bacolod City, Philippines

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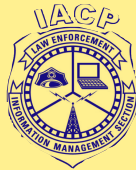
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Monocular

ITT Industries Night Vision's third-generation PVS-14 monocular is designed to allow the user to adjust the gain control in varying light conditions. The monoc-

announces the release of the Personnel Report, an entry-level employment exam designed help law enforcement agencies select the best candidates and reduce the number of applicants who are sent on for costly background checks and psychological exams. The Personnel Report was designed specifically for use with public safety candidates and assesses the following critical dimensions: ethics and moral character, work attitudes, theft attitudes, potential for alcohol and drug use, overall employment suitability, and truthfulness. The exam also generates a set of follow-up interview questions that employers can incorporate into their interview process based on the candidates' responses to the test items.

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28th Annual Law Enforcement Information Management (LEIM) Training Conference

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Conference registration and agenda will appear on
www.IACPtechnology.org



Security cameras

Bosch Security Systems introduces a range of high-performance smart surveillance cameras, the DinionXF Series.

Cameras in the series

use 15-bit digital processing technology to capture the full dynamic range of any scene in a single image. XF-Dynamic is designed to extend the dynamic range of the camera, maximizing the image quality. All the details of the image are captured regardless of the lighting conditions. The compact DinionXF is designed for security-oriented applications that include traffic and transportation, banks, perimeter surveillance, industrial sites, correctional institutions and more. Among its features are SensUp frame integration, dynamic noise reduction, and

ular uses a military-style image intensifier tube in a high-performance housing designed for multiple uses. This unit can be handheld, head-mounted, weapon-mounted, or adapted to a camera or camcorder.

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Employment test

I/O Solutions Inc., publisher of public safety employment tests,

PRODUCT update

Nightsense, which extends the color camera's use to even lower light levels.

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Mobile software

Tritech announces the VisiNET Mobile software solution, which is designed to extend computer-aided dispatch capabilities to in-vehicle laptop computers and give officers immediate access to mission-critical information while in the field. Secure, real-time access to CAD, NCIC, and other public and proprietary databases can help enhance personnel safety and improve operational efficiency. Standard features include instantaneous access to detailed incident information, real-time messaging, emergency notification, and mapping and AVL functionality.

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Audio instructions for first aid

DLH Inc., makers of the Intelligent First Aid Kit, unveils a kit that features step-by-step audio instructions to manage commonly occurring injuries. The Intelligent First Aid Kit, designed in partnership with the National Safety Council, comes with easy-to-follow instructions printed on color-coded cards. The new audio chips are designed to deliver audio care instructions at the press of a button affixed to each injury instruction card. The industrial version of the Intelligent First Aid Kit is larger, to meet the demands of police and

fire departments, factories, offices, and other workplaces.

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Writing assessment tool

Vantage McCann announces ConvictionWriter, an online writing diagnostic and assessment application designed to improve the report writing skills of police recruits and current police officers and to help make sure that all police reports will contain clear information in accordance with the standards and requirements of the criminal justice system. ConvictionWriter is programmed to detect both strengths and weaknesses of a report's style and content, to evaluate the report, and returns the report to the writer with suggestions for improvement.

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Identification card

Polaroid Corporation announces ID Card Maker 4.02, the new version of its ID software. It is designed to offer upgrades to features and functionality, most notably in the areas of database connectivity, badge design, image management, and user interface. Polaroid has created default database templates that allow users to quickly install a working application with sample layouts, enrollment fields, and reports. Also available are sample databases and card layouts designed for specific applications.

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INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

EXCELLENCE IN POLICE AVIATION AWARD

Call for Nominations

Criteria:

Awarded by the leadership of the IACP and its Aviation Committee and given through the generosity of Bell Helicopter, the Excellence in Police Aviation Award is presented at the annual IACP conference. To be eligible, the nominee should be an individual who holds a management or leadership position in police aviation (broadly interpreted). The nominee could also be an aviation program (unit) that exemplifies excellence in airborne law enforcement. The award will emphasize initiatives to enhance the general level and safety of operations, accident prevention programs, and the efficiency and effectiveness of airborne law enforcement. Efforts eligible for recognition can range from the unit level to the national or international arena.

Nominations:

Nominations are to be submitted by a head of component or agency who has membership in the IACP. Submissions are to be no more than two pages in length and may be accompanied by explanatory photographs. No video or audio tapes will be accepted. Nominations are to be postmarked no later than May 31, 2004.



Submit Nominations to:

International Association of Chiefs of Police
Attn: David L. Tollett
Director of State and Provincial Police Division
515 N. Washington Street
Alexandria, Virginia 22314



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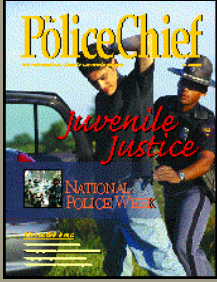
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2004 ANNUAL IACP CONFERENCE

Los Angeles Convention Center, 1201 South Figueroa Street, Los Angeles, California

Agenda at a Glance

All events will take place at the Los Angeles Convention Center unless otherwise noted.

Friday, November 12, 2004

- 8:00 a.m.-6:00 p.m. Exhibitor Registration
- 1:00 p.m.-5:00 p.m. Delegate Registration
- 1:00 p.m.-5:00 p.m. IACP Lounge
- 1:00 p.m.-5:00 p.m. Committee, Section, and Division Meetings

Saturday, November 13, 2004

- 8:00 a.m.-5:00 p.m. Exhibitor Registration
- 8:00 a.m.-5:00 p.m. Delegate Registration
- 8:00 a.m.-5:00 p.m. IACP Lounge
- 8:00 a.m.-3:00 p.m. Committee, Section, and Division Meetings
- 9:00 a.m.-3:00 p.m. International Hospitality
- 9:00 a.m.-10:00 a.m. Opening Ceremony and Ribbon Cutting
- 10:00 a.m.-5:00 p.m. Exhibit Hall Open
- 10:00 a.m.-5:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)

Sunday, November 14, 2004

- 9:00 a.m.-5:00 p.m. Exhibitor Registration
- 8:00 a.m.-5:00 p.m. Delegate Registration
- 8:00 a.m.-5:00 p.m. IACP Lounge
- 8:00 a.m.-12:00 noon Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 8:00 a.m.-12:00 noon Committee, Section, and Division Meetings
- 9:00 a.m.-10:00 a.m. Religious Services
- 8:00 a.m.-4:00 p.m. International Hospitality
- 10:00 a.m. 5K Run
- 11:00 a.m.-12:00 noon Fallen Officers Memorial Service
- 11:00 a.m.-5:00 p.m. Exhibit Hall Open

- 2:00 p.m.-5:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 2:00 p.m.-4:00 p.m. Plenary Session: Gangs
- 2:00 p.m.-5:00 p.m. Committee, Section, and Division Meetings
- 7:00 p.m.-11:00 p.m. Host Chief and Sheriff's Night at Universal Studios

Monday, November 15, 2004

- 8:00 a.m.-9:30 a.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 8:00 a.m.-4:00 p.m. Delegate Registration
- 8:00 a.m.-4:00 p.m. IACP Lounge
- 8:00 a.m. Golf Outings
- 9:00 a.m.-3:30 p.m. Exhibitor Registration
- 8:00 a.m.-10:00 a.m. International Hospitality
- 10:00 a.m.-11:30 a.m. First General Assembly
- 10:30 a.m.-3:30 p.m. Exhibit Hall Open
- 1:00 p.m.-5:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 1:30 p.m.-4:00 p.m. International Hospitality
- 1:00 p.m.-2:30 p.m. Plenary Session: Policing in an Emerging Democracy: Post-Hussein Iraq

Tuesday, November 16, 2004

- 7:00 a.m. Golf Outings
- 8:00 a.m.-9:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 8:00 a.m.-3:00 p.m. Delegate Registration
- 8:00 a.m.-4:00 p.m. IACP Lounge
- 8:00 a.m.-9:30 a.m. International Hospitality
- 10:00 a.m.-11:30 a.m. Second General Assembly

- 1:00 p.m.-5:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 1:00 p.m.-5:00 p.m. Committee, Section, and Division Meetings
- 1:00 p.m.-2:30 p.m. Plenary Session: The Terrorism Early Warning Group
- 1:30 p.m.-4:00 p.m. International Hospitality
- 2:30 p.m.-4:30 p.m. Tactical Operations Capability Demonstration

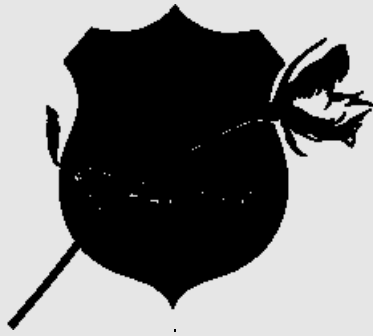
Wednesday, November 17, 2004

- 9:00 a.m.-5:00 p.m. Committee, Section, and Division Meetings
- 10:00 a.m.-12:00 noon Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 9:00 a.m.-12:00 noon Delegate Registration
- 9:00 a.m.-3:00 p.m. International Hospitality
- 9:00 a.m.-12 noon IACP Lounge
- 1:00 p.m.-3:00 p.m. Educational Sessions (Workshops, Roundtables, Certificate Track Programs)
- 6:00 p.m.-7:00 p.m. Reception for Banquet Attendees (Westin Bonaventure Hotel)
- 7:00 p.m.-11:00 p.m. IACP Annual Banquet (Westin Bonaventure Hotel)

Plan Ahead

Note the Days
 Saturday, November 13, through
 Wednesday, November 17, 2004
 Los Angeles, California, USA

The 11th Annual IACP Conference



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.

Corporal Anthony M. Walker
Prince George's County, Md., Police Dept.
Date of death: November 15, 2003
Years of service: 19

Officer Matthew Bowens
Detroit, Mich., Police Dept.
Date of death: February 16, 2004
Years of service: 3

Officer Ricardo Lizarraga
Los Angeles, Calif., Police Dept.
Date of death: February 20, 2004
Years of service: 2

Special Agent Thomas John Wyatt
Minnesota Bureau of Criminal Apprehension
Date of death: March 3, 2004
Years of service: 4

Deputy Sheriff Jason Scott
Loudon County, Tenn., Sheriff's Dept.
Date of Death: March 12, 2004
Years of Service: Not available

Supervisor Joseph LaClaire
Philadelphia, Pa., Court System
Date of death: March 19, 2004
Years of service: 8

Deputy Perry Austin Fillmore
Clinton, Mich., Sheriff's Office
Date of death: March 27, 2004
Years of service: 8

IACP/ChoicePoint Award for Excellence in Criminal Investigations

Application Deadline: June 1

The First Annual IACP/ChoicePoint Award for Excellence in Criminal Investigations was awarded at the 110th Annual IACP Conference in Philadelphia, October 21-25, 2003.

Unlike most other law enforcement awards, the IACP/ChoicePoint award is not given to an individual police officer. Instead, it recognizes a police division, department, task force, or interagency task force.

The goal of the award is twofold: to recognize exceptional innovation and outstanding achievement by law enforcement organizations in managing and conducting criminal investigations, and to promote the sharing of information on successful investigative programs and approaches.

Bob McConnell, who represents ChoicePoint in its executive management relationships with law enforcement, is a 28-year veteran of the U.S. Secret Service. "ChoicePoint is extremely proud of our support for the law enforcement community and our relationship with law enforcement agencies," says McConnell. "The IACP is the most respected and prestigious law enforcement association in the world. To be asked to join with them to recognize the best innovations in criminal investigation is a true honor for ChoicePoint."

One of the greatest benefits of the IACP/ChoicePoint award goes beyond the award itself. The award entries, which detail how various agencies have used police technology and other resources in innovative ways, have created a new conduit for sharing information.

Peter Modafferi, chief of detectives with the Rockland County district attorney's office in New City, New York, and chairman of the IACP Police Investigative Operations Committee, expressed great enthusiasm not only for the award but also for the review process itself. Modafferi sums up the first year's experience: "The award has provided a tremendous opportunity for law enforcement nationwide to share information. While the award itself is meant to recognize outstanding police work, it has created an avenue to see what's going on in the field. It is beneficial to law enforcement as a whole."

The second annual IACP/ChoicePoint award winners will be announced at the annual IACP conference in Los Angeles, November 13-17, 2004. All law enforcement agencies, units, and task forces are eligible to compete for the award. Judging is focused on contributions to the advancement of the art or science of criminal investigations, and innovations in the development or enhancement of investigative techniques. Deadline for applications is June 1, 2004. For more information, visit the IACP Web site at www.theiacp.org.

IACP/SAIC Outstanding Achievement in Law Enforcement Volunteer Programs Award

Application Deadline June 15

The IACP and Science Applications International Corporation are sponsoring a new 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 application must be postmarked no later than June 15, 2004.

The IACP Police Administration Committee will evaluate each application and select up to three winners. The award presentation will be made at the 111th Annual IACP Conference in Los Angeles, November 13-17.

For more information, visit the award Web site at www.theiacp.org, or send an e-mail message to Vincent Talucci, director of the VIPS program, at talucci@theiacp.org.

IACP/ITT Community Policing Award

Application Deadline June 1

In its seventh year, the IACP/ITT Community Policing Awards competition honors those departments worldwide that have prevented and decreased crime and terrorism by forging partnerships with their communities. We invite you to share with us how your department has made progress through partnership, prevention, and proactive policing. Winners will receive a night vision unit and will be honored at the 111th Annual IACP Conference in Los Angeles.

To enter online, please visit <http://cpa.ittnv.com/apps/cpa>. Visit www.ittnv.com/itt/Active/LELeftMenu/Awards, or call ITT at 800-448-8678 for more information.

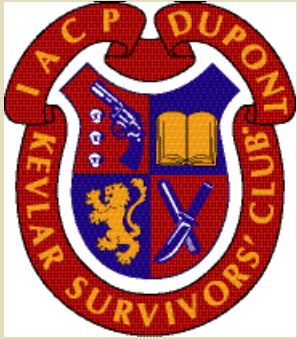
Career Fair: A National Opportunity to Recruit Employees

The National Law Enforcement Explorer Conference is being held July 19-24, 2004, at the Georgia Institute of Technology in Atlanta. IACP is organizing the career fair as part of the conference.

The career fair is an exposition of local, state, and federal agencies, organizations, corporations, and associations that have significant story to tell Explorers with regard to career and organizational opportunities.

For law enforcement agencies, the career fair is an excellent opportunity to meet young recruits and seasoned officers. Exhibitors can reach nearly 5,000 potential law enforcement employees in one place at one time.

For information, call Nancy Kolb at the IACP at 800-THE-IACP, extension 813, or write to her at nancyk@theiacp.org.



By Anna Knight, Club Administrator, and Ron McBride, Chief of Police (Ret.) and Law Enforcement Consultant

The IACP/DuPont Kevlar Survivors' Club® pays tribute to those deserving of officers who have avoided serious or potentially fatal injuries through the use of any kind of body armor. This column is dedicated to sharing their experiences, in hopes of persuading others to wear their armor. If body armor has helped you or a member of your department survive such an accident or assault, please contact Anna Knight, Club Administrator, IACP/DuPont Kevlar Survivors' Club®, 5401 Jefferson Davis Highway, Richmond, VA 23234; 804-383-3853; 800-441-2746; fax: 804-383-2477; e-mail: Anna.G.Knight-1@USA.dupont.com.

The Survivors' Club application is also available on the IACP's Web site, www.theiacp.org, under Awards/Survivors' Club.

Ohio Detective Survives Shooting

Detective **James S. Jones** of the Zanesville, Ohio, Police Department survived an assault with a handgun when he was deployed as a member of the department's special response team to execute a search warrant at a residence where a murder suspect was hiding. The sus-

pect had fled the scene of a homicide at a local motorcycle clubhouse just hours before.

The special response team entered through the front door to execute the warrant. Jones was on the point, armed with a .223-caliber shoulder weapon. The suspect was waiting for the officers with a 9mm pistol in each hand. He fired four rounds as Jones entered the doorway into a bedroom. Two rounds struck the detective in the torso. Both bullets were stopped by Detective Jones's tactical body armor. No other officers were struck.

The suspect was justifiably killed. It was learned that the suspect was wearing ballistic body armor that was not adequate to stop the .223-caliber rounds fired by the police. Conclusive evidence was found to link him to the earlier homicide.

Detective Jones's only injuries were superficial bruises under his vest where the bullets hit. He returned to duty after the incident.

Vest Protects New York SWAT Officer in Knife Attack

Officer **Michael F. Knatz** of the Nassau County, New York, Police Department survived an assault with a knife while he was serving as a member of the agency's Bureau of Special Operations. He was deployed with other team members to handle an armed barricaded suspect wanted for two murders.

Police believed the suspect had used a rifle to shoot and kill a priest and female parishioner at the conclusion of services at a church. The suspect had fled the church to his nearby apartment.

When a response team was ordered into the apartment after hours of negotiations, Officer Knatz was the point officer. He encountered the suspect, who refused to comply with orders, shouted out his intent to kill the officers, and fled deeper into the house.

Knatz overtook the fleeing suspect, and the suspect slashed at the officer with a six-inch kitchen knife with a single-edged blade. Knatz tried to use his ballistic shield to pin the suspect, but the shield was lost. The suspect then slashed Officer Knatz across the chest, cutting into but not penetrating the officer's body armor. The suspect continued his knife attack until five team members were able to overcome his resistance and complete the arrest.

Knatz continues in service as a member of the Nassau County Police Department SWAT team. The suspect was convicted for the murders at the church and attempted murder of the officer.

Nebraska Officer Survives after Being Struck by Vehicle

Deputy **Amy M. Thorpe** of the Lancaster County, Nebraska, Sheriff's Department was struck by a vehicle while working at the scene of a motor vehicle crash. After determining that there were no injuries in the crash, the deputy stood talking at the roadside with one of the drivers involved and his mother and 14-year-old sister, who were passengers in his vehicle.

An inattentive motorist plowed into the rear of one of the vehicles involved in the original crash and knocked that vehicle forward, where it struck Thorpe, the mother, and the sister.

Deputy Thorpe was tossed onto another of the involved vehicles. She suffered a broken collarbone, concussion and multiple bruises, but no injuries to her vital organs. The sister landed clear and suffered only minor bumps and bruises. The mother was pinned beneath one of the crashed vehicles and died at the scene.

Thorpe recalls looking up and seeing a vehicle hurtling towards her as she thought, "Oh my God, we've been hit." Her next memory was of lying on the ground with an unknown male kneeling next to her assuring her that she was going to be okay and that help was on the way. She was transported and admitted to a hospital for two days, took six weeks off due to injury, and spent another six weeks on modified duty for rehabilitation. She is now a detective in the Lancaster County Sheriff's Department.

Thorpe is certain that her protective body armor saved her from more serious physical injuries or death. She recovered from her injuries and now serves as a detective in the Lancaster County Sheriff's Department.

Although manufacturers of bullet-resistant vests engineer their products to meet ballistic standards, history shows that such garments also provide limited protection against other threats, such as club and knife assaults (will not protect against sharp, pointed knives or ice picks), automobile accidents, motorcycle spills, falls, fires, explosions, etc. Nothing offers total protection, but personal body armor will improve the odds of surviving many of the life-threatening incidents constantly facing law officers.

2004 Lifesavers Conference

By Patricia Cahill, Executive Director, IACP Foundation; Strategic Plan Administrator, IACP; and Advisor to the IACP National Chiefs Challenge Program

The Lifesavers national conference on highway safety priorities drew more than 1,800 traffic safety professionals to San Diego in March. The conference provided outstanding educational opportunities in more than 85 workshops and offered exposure to some of the best and brightest traffic safety products and programs through displays of more than 90 exhibitors. Popular workshop topics included automated enforcement issues, strategies to pass primary seat belt enforcement laws, high visibility mobilizations, and child passenger safety updates.

Many of these themes were echoed in the keynote speakers' remarks. During the National Highway Traffic Safety Administration public service awards luncheon, NHTSA Administrator Jeffrey Runge praised the work of 13 individuals who exemplify the highest standards of achievement in the field of traffic safety:

- Karen Arnold-Burger, presiding judge, Overland Park, Kansas, Municipal Court
- James Baker, executive director and founder, Institute for Public Strategies
- Erin Breen, director, Safe Community Partnership, University of Nevada
- Janet Brooks, child advocacy manager, Salt Lake City, Utah
- Patrick Burke, lieutenant, Metropolitan Police Department, Washington, D.C.
- Steven Casstevens, assistant chief, Hoffman Estates, Illinois, Police Department
- Peggy Hayashi, executive director, Safe Kids, Alaska

- Eddie Hedge, officer, New London, Connecticut, Police Department
- Timothy Pearson, lieutenant, North Augusta, South Carolina, Police Department
- Ralph Peterson Sr., mayor, Pleasantville, New Jersey
- Jacqueline Saburido, survivor of drunk driving crash, Louisville, Kentucky

Autumn Alexander Skeen, booster seat advocate, Walla Walla, Washington

Patricia Fossum Waller, former director, University of Michigan Transportation Research Institute (post-humous award)

Attendees at the closing luncheon heard Secretary of Transportation Norman Mineta announce more than 36 million dollars in grant money for states to develop innovative projects to boost safety belt use. After recognizing the efforts of all the attendees in achieving a national safety belt usage of 79 percent, an all-time high, he added his hope that the United States would one day see a safety belt usage of 90 percent, "an achievable goal no matter how much the naysayers protest."

Secretary Mineta added an international aspect to the address when he noted that "more than 1.2 million men, women, and children die and 25 million more are injured in traffic crashes worldwide every year. . . . Even as we try to make further progress in reducing our own road traffic tragedies, the United States is

committed to helping our neighbors in the global community."

The next Lifesavers Conference will be held March 13-15, 2005, at the Charlotte Convention Center in Charlotte, North Carolina. For more information, visit www.lifesaversconference.org.




Photographs by Patricia Cahill

Mobilization Dates

- All American Buckle Up Week: May 24-31, 2004
- Memorial Day Weekend: May 28-31, 2004
- Independence Day Weekend: July 2-4, 2004

Visit www.nhtsa.dot.gov for more information on mobilization strategies and planning kits.



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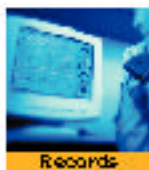


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