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SEPTEMBER 2006

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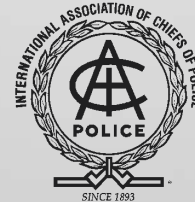
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Update: IACP Hurricane Katrina Law Enforcement Relief Fund

One year ago, IACP members, like citizens throughout the nation and the world watched in horror as Hurricane Katrina pounded the Gulf Coast and utterly devastated an entire region.

In the aftermath of the storm and the flooding which followed, our fellow law enforcement officials and our colleagues from the fire, EMS, and emergency response community have been faced with unimaginable challenges and have continually strived to fulfill their mission of protecting the public. In many cases, law enforcement personnel continued to perform their duties at a time when both their departments and personal residences had been either damaged or destroyed by the storm. As they continue their recovery and rebuilding efforts, these officers and their departments have earned the admiration and respect of public safety organizations around the world.

But more than our admiration, they needed our help. Since Hurricane Katrina hit, the IACP has been working closely with our state associations, state police agencies, and other federal, state, and local response agencies to identify ways in which the IACP could be of assistance to those in need on the Gulf Coast.

For example, the IACP ascertained the material equipment needs of the departments in the affected region and disseminated a listing of these needs to the IACP membership. In addition, IACP worked with the Department of Homeland Security to ensure that our members were aware, and made use of, the existing Emergency Management Assistance Compact (EMAC) network before sending officers or other personnel to the Gulf Coast region. In this fashion, assistance could be provided to agencies in need in a coordinated manner.

These initial efforts were very successful and provided very tangible assistance to our colleagues.

This outpouring of support also inspired the IACP to establish the IACP Hurricane Katrina

Law Enforcement Relief Fund. This fund served as a central collection point for donations and provided financial assistance directly to law enforcement officers and their families who were impacted by Hurricane Katrina.

As we expected, the IACP membership reacted generously and I am pleased to announce that we have collected more than \$217,000 in donations. This represents donations from state associations, active, associate, and life members, members of the general public and the IACP itself.

As promised, IACP staff has been working diligently to ensure that 100 percent of the funds collected are distributed to law enforcement officers in need. To that end, IACP has identified two established, recognized charitable organizations to assist in the distribution of the funds.



*Chief Mary Ann Viverette
Gaithersburg, Maryland*

Both organizations are tax-exempt, 501 (c) 3 organizations that have already demonstrated their ability to provide funds to impacted law enforcement officers. These organizations are:

Mississippi

The Mississippi Troopers and Law Enforcement Relief Fund, is administered by the Mississippi Association of Chiefs of Police, and has already distributed over \$600,000 to impacted state and local law enforcement officers. This fund collects no overhead or administrative fees and all funds donated will go to officers in need.

Louisiana

The Police Benevolent Foundation, is administered by the Southern States Police Benevolent Association and covers 11 states. However, all funds contributed to the Police Benevolent Foundation by the IACP will be designated solely to assist state and local law enforcement officers in Louisiana. This fund collects no overhead or administrative fees.

Please rest assured that the IACP will continue to closely monitor our contributions. As part of our donation requirement, we are requiring that these two funds provide IACP with reports of actions taken. These reports will be carefully reviewed by IACP to ensure that the funds donated by our membership are used only for their intended purpose.

Finally, I would like to offer a personal observation. In the days following the hurricane, the IACP was inundated with offers of support and assistance from around the country and the world. This response from our membership is the very embodiment of all that the IACP has stood for over the last 113 years. After witnessing the generosity and selflessness of so many IACP members over the last year, I can honestly say that I have never been prouder to be a member of this organization. ❖

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President Bush Signs Sex Offender Legislation

By Jennifer Boyter

On July 27, President Bush signed into law legislation (HR 4472) designed to strengthen federal registration requirements for convicted sex offenders. The bill also makes failing to register a federal crime and creates a national sex offender registry.

Senator Orrin Hatch (R-Utah), Chair of the Senate Judiciary Committee, called the bill "the most comprehensive child crimes and protection bill in our nation's history."

The legislation combines measures introduced last year by lawmakers in both chambers, and was prompted by a series of high-profile crimes by registered sex offenders. To speed passage of the sex offender provisions, the Senate removed provisions included in the House-passed version related to gang violence and court security.

The bill requires states to maintain an Internet sex offender registry that includes an offender's address, picture, vehicle, and facts of conviction. It also directs the Department of Justice to create a national sex offender Web site, and requires states to notify the federal government of any changes to a sex offender's registration information.

Failure to register as a sex offender will now be a federal felony. Offenders who fail to register or update their registration information would risk a possible ten-year prison term; if they commit a violent crime while registered, they would be subject to a five-year mandatory minimum prison sentence.

In addition, sex offenders will now be required to provide DNA samples, and will be subjected to more frequent in-person verification of information they provide regarding their residences and workplaces. If their workplace and residence differ, offenders would be required to register in each jurisdiction.

The legislation also broadens registration requirements for convicted sex offenders to include juveniles convicted of sex crimes and those convicted of misdemeanor sex offenses against minors.

The bill also establishes many new mandatory minimum sentences for crimes against children. Offenders convicted of causing serious bodily injury to a child or using a weapon to attack a child would be subject to a mandatory

minimum prison sentence of ten years. Offenders would face a minimum of 30 years in prison for having sex with a child under 12 or sexually assaulting a child between 13 and 17.

Mandatory minimums will also be increased for coercing or enticing a child to have sex, transporting a child to engage in criminal sexual activity, sexual exploitation of a child, and sex trafficking of children.

The legislation also eliminates the statute of limitations for sexual offenses against a child and adds abuse and neglect of native American children as a federal criminal offense. It also amends immigration laws to make failure to register a deportable offense and prohibits convicted sex offenders from having family-based petitions approved.

The measure will direct the U.S. Marshals Service to apprehend unregistered sex offenders and create a new office within the Justice Department to monitor and track sex offenders.

In addition, the bill will authorize grants to help local law enforcement agencies to strengthen their registry systems.

To help combat Internet predators and online pornography, the measure sets up education grants and provides funding for 200 new federal prosecutors and 45 new computer forensic scientists to work on Internet sex crimes. In addition, the bill forms 10 task forces to deal with Internet crimes involving children. New regional Internet Crimes Against Children Taskforces will provide funding and training to help state and local law enforcement combat crimes involving the sexual exploitation of minors on the Internet.

IACP Opposes House-Passed Firearms Seizure Bill

On July 25, the House passed a bill (HR 5013) designed to guarantee that lawful gun owners would be allowed to keep their firearms during major disasters, such as hurricanes or following terrorist attacks.

The bill would prohibit federal, state, or local authorities, during the response to an emergency situation, from temporarily or permanently seizing any lawful firearm from citizens in the affected area. The limitations apply to federal law enforcement or military officers, along with local police that receive federal funds.

The bill also institutes a private cause of action against any agency or officer who seizes

lawful weapons in an emergency situation. Consequently, law enforcement agencies and officers would be held personally liable if they mistakenly confiscate a lawful firearm during an emergency. Consequently, the IACP opposes this legislation.

The bill was amended before passage to address concerns raised during the markup in the Transportation and Infrastructure Committee. The substitute language clarifies that the bill would not force a rescue worker to allow a lawfully possessed firearm onboard a rescue vehicle, such as a boat or helicopter.

It also specifies that the bill would not supersede existing state and local prohibitions. Some lawmakers had expressed concerns that the bill would trump tougher state or local laws.

An amendment containing similar language was passed by the Senate during consideration of the FY 2007 Homeland Security appropriations bill (HR 5441).

Opponents, including the IACP, argued that the bill could make it harder for law enforcement officials to maintain order during a crisis. For example, the bill would prevent police from picking up guns that could be seized by looters and would also prevent state or local governments from prohibiting individuals from bringing firearms into emergency shelters.

Proponents of the bill maintain that in the aftermath of Hurricane Katrina, law enforcement officers in Louisiana confiscated firearms from law-abiding gun owners. However, New Orleans law enforcement officials defended their actions, saying very few guns were confiscated and that widespread disarming did not occur.

Proponents of the bill recently announced that they were launching a nationwide campaign demanding that police chiefs and mayors pledge never to confiscate weapons from law-abiding citizens in the wake of disasters such as hurricanes or terrorist attacks.

In response to this effort, the IACP Executive Committee approved a statement outlining the association's opposition to the pledge campaign and the IACP's opposition to a series of firearms-related bills which would significantly degrade law enforcement's ability to combat the illegal use of guns and illegal firearms trafficking.

For a copy of the IACP's statement on the Gun Confiscation Pledge Campaign, please visit the IACP Web site at www.theiacp.org. ❖



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Title II of the Americans with Disabilities Act: The Potential for Police Liability and Ways to Avoid It

By Martha S. Stonebrook, Senior City Attorney for Salt Lake City Corporation and Chief Counsel for the Salt Lake City Police Department

Title II of the Americans with Disabilities Act (ADA) provides that “no qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefit of the services, programs, or activities of a public entity, or be subjected to discrimination by any such entity.”¹ A “public agency” is defined as “any department, agency, special purpose district, or other instrumentality of a State or States or local government.”² Similarly, section 504 of the Rehabilitation Act states that “no otherwise qualified individual with a disability... shall, solely by reason of her or his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.”³ It has been determined that claims brought under these statutes will be analyzed together⁴ and the case law interpreting each statute is applicable to both.⁵ Title II makes all activities of state and local governments subject to the same prohibitions against discrimination established by the Rehabilitation Act.⁶

Title II of the ADA applies to law enforcement agencies regardless of whether they receive federal grants or other federal funds because law enforcement agencies are deemed to be programs of state or local governments. The ADA affects the core activities of law enforcement departments including, but not limited to the following: receiving citizen complaints; interrogating witnesses; arresting, booking, and holding suspects; operating telephone (911) emergency centers; providing emergency medical services; and enforcing laws.⁷ Nothing in Title II, its regulations, or its legislative history suggests that any police activities are excluded from Title II coverage.⁸

In order to state a claim for violation of Title II of the ADA, an individual must prove the following: (1) he or she is a qualified individual with a disability; (2) he or she has been excluded from participation in or denied the benefits of services, programs, or activities provided by a public entity or was otherwise discriminated against by the public entity; and (3) that such exclusion, denial or discrimination was because

of the person's disability.⁹ A person is considered to have a disability if the person (1) has a physical or mental impairment that substantially limits one or more major life activities, (2) has a record of such impairment, or (3) is regarded as having such an impairment.¹⁰

Potential Liability for Title II Violators

Plaintiffs have brought claims in federal courts alleging violations of Title II arising out of arrests using three basic theories: wrongful arrest, failure to reasonably accommodate during an arrest, and failure to train. The courts that have addressed these claims are not unanimous in recognizing all or any of these theories as legitimate causes of action, but a prudent chief or sheriff should be aware that the potential for protracted and costly litigation in federal court exists.¹¹

Not all complaints are initially filed by plaintiffs in federal court. An aggrieved individual can seek redress by filing a complaint with the United States Department of Justice (DOJ). The DOJ is authorized under 28 C.F.R. Part 35, Subpart F, and 28 C.F.R. 35.104 to conduct compliance reviews and to determine an entity's compliance with Title II of the ADA. The DOJ is authorized to issue findings and, where appropriate, negotiate and secure voluntary compliance agreements. Additionally, the attorney general of the United States is authorized pursuant to 42 U.S.C. 12133 to bring a civil action to enforce Title II of the ADA if the DOJ is unable to secure voluntary compliance. The mandates given by the DOJ to offending law enforcement agencies through settlement agreements and consent decrees are strict and leave the agency subject to DOJ oversight and compliance reviews at any time. Failure to comport with the requirements of the settlement agreement or consent decree exposes the agency to the potential for a civil action in federal court brought by the DOJ to demand specific compliance with the provisions and terms of the settlement agreement or consent decrees.¹²

Wrongful Arrest

The wrongful arrest theory arises when police have wrongfully arrested someone with a disability because they misperceived the effects of that disability as criminal activity.¹³ An example of this type of discrimination is when the police mistake the symptoms of an individual's stroke for operating under the influence and arrest him.¹⁴ Congress specifically addressed this type of wrongful arrest discrimination when the

House Judiciary Committee stated that people with disabilities such as epilepsy “are frequently inappropriately arrested and jailed because police officers have not received proper training in the recognition of and aid of seizures.”¹⁵

The DOJ recognizes some of the common problems that people with disabilities have when dealing with law enforcement personnel. These problems can form the basis for claims of wrongful arrest if the law enforcement personnel misperceive an individual's conduct based upon a disability as unlawful or suspicious conduct.¹⁶

- Unexpected actions taken by some individuals with disabilities may be misconstrued by officers or deputies as suspicious or illegal activity or uncooperative behavior.
- Individuals who are deaf or hearing impaired or who have speech disabilities or mental retardation or who are blind or visually impaired may not recognize or be able to respond to police directions. These individuals may erroneously be perceived as uncooperative.
- Some people with disabilities may have a staggering gait or slurred speech as a result of their disabilities or the medications they take. These characteristics, which can be associated with neurological disabilities, mental or emotional disturbances or conditions, or medical conditions such as hypoglycemia, may be misperceived as intoxication.

The wrongful arrest theory is not applicable when the plaintiff's actions were unlawful at the time of the arrest.¹⁷

Reasonable Accommodation during Arrest

The reasonable-accommodation-during-arrest theory is based upon the contention that the law enforcement officer “failed to reasonably accommodate the person's disability in the course of investigation or arrest, causing the person to suffer greater injury or indignity in that process than other arrestees.”¹⁸ Unlike the wrongful arrest theory, this theory is based upon a proper investigation or arrest of a person with a disability for unlawful conduct unrelated to that disability.¹⁹ Although courts have recognized the reasonable-accommodation-during-arrest theory as viable, they have essentially foreclosed the application of that theory to on-the-street responses to exigent circumstances. The Fifth Circuit articulated the well accepted position that Title II of the ADA does not apply when the suspect the police are attempting to

arrest creates an exigent and dangerous circumstance by threatening officers or civilians:

We hold that Title II does not apply to an officer's on-the-street responses to reported disturbances or other similar incidents, whether or not those calls involve subjects with mental disabilities, prior to the officer's securing the scene and ensuring that there is no threat to human life. Law enforcement personnel conducting in-the-field investigations already face the onerous task of frequently having to instantaneously identify, assess, and react to potentially life-threatening situations. To require the officers to factor in whether their actions are going to comply with the ADA, in the presence of exigent circumstances and prior to securing the safety of themselves, other officers, and any nearby civilians, would pose an unnecessary risk to innocents.²⁰

Failure to Train

Another emerging theory of liability is based on a failure to train officers on Title II of the ADA and on how to interact with individuals with disabilities. Plaintiffs have successfully alleged that the failure of a city or county to properly train its law enforcement officers for peaceful encounters with individuals with disabilities resulted in Title II ADA discrimination.²¹

The regulations interpreting Title II of the ADA state that a public entity (such as a law enforcement agency) shall make reasonable modifications in policies, practices, or procedures when the modifications are necessary to avoid discrimination on the basis of a disability, unless the public entity can demonstrate that making the modifications would fundamentally alter the nature of the service, program or activity.²² A public entity must also take the appropriate steps to ensure that its communications with persons with disabilities are as effective as communications with others.²³ In order to comply with the nondiscrimination mandate, public employees must be trained.²⁴

The DOJ puts great emphasis on training, making it a key provision of settlement agreements it reaches with law enforcement agencies.²⁵ The DOJ also closely monitors policies to make certain that law enforcement agencies, and other governmental entities, follow the mandates of Title II.²⁶

How to Avoid Liability

Not all courts have addressed claims made against law enforcement under Title II of the ADA. Those that have addressed such claims are not entirely consistent in their approach to the claims. Nevertheless, law enforcement agencies should not simply wait until they become the object of a claim before they address some of the key issues raised by Title II of the ADA and the emerging theories of liability.

The DOJ does not wait for courts to rule before it pursues enforcement and compliance actions. The DOJ's commitment to enforcing the ADA is strong.²⁷ The DOJ recently completed an initiative to help state and local law enforcement agencies "understand their responsibilities under the Americans with Disabilities Act."²⁸ The DOJ mailed an offering to 25,000 police departments, sheriff's offices, highway patrols, and other state and local law enforcement agencies that included a variety of free ADA publications and videotapes developed specifically for law enforcement agencies.²⁹ Of the initiative, U.S. Assistant Attorney General Wan J. Kim said, "This disability rights initiative demonstrates the department's continuing commitment to help state and local governments—including law enforcement—understand and comply with the ADA."³⁰

If you have been the recipient of this recent DOJ mailing, take advantage of the resources it provides. In the event the DOJ performs a compliance review of your agency, it will be difficult for you to explain to the DOJ why your agency failed to use the information it provided to you. If you have not received the information from the DOJ, obtain it for your agency. Your proactive efforts to comply would help your agency deal with the DOJ during any future enforcement proceedings. The DOJ materials that are specifically directed to law enforcement agencies are readily accessible and easy to obtain. The DOJ provides a rich resource for agencies that want to ensure that their policies and training comport with the requirements of Title II of the ADA. The DOJ offers a toll-free ADA information line (800-514-0301(voice) or 800-514-0383(TTY)) and provides access to numerous publications, pamphlets, and training materials on its Web site at www.ada.gov.

It is time to incorporate the requirements and objectives of Title II of the ADA into your agency's training curriculum and to review and, if necessary, modify your agency's policies regarding interactions with individuals with disabilities. Don't wait until a lawsuit or an enforcement action by the DOJ forces you to make the necessary changes. ♦

¹ 42 U.S.C. 12132.

² 42 U.S.C. 12132(1)(B).

³ 29 U.S.C. 794(a).

⁴ *Thompson v. Williamson County*, 219 F.3d 555, 557 n.3 (6th Cir. 2000).

⁵ *Hainze v. Richards*, 207 F.3d 795, 799 (5th Cir. 2000).

⁶ *Schorr v. Borough of Lemoyne*, 243 F. Supp. 2d 232, 236 (M.D. Pa. 2003).

⁷ U.S. Department of Justice, Civil Rights Division, "Commonly Asked Questions about the Americans with Disabilities Act and Law Enforcement," www.ada.gov.

⁸ *Schorr*, 243 F. Supp. 2d at 236.

⁹ *Gohier v. Enright*, 186 F.3d 1216, 1219 (10th Cir. 1999); *Hogan v. City of Easton*, 2004 WL 1836992 (E.D. Pa.).

¹⁰ U.S. Department of Justice, Civil Rights Division, "Commonly Asked Questions about the Americans with Disabilities Act and Law Enforcement," www.ada.gov.

¹¹ See, for instance, *Kennington v. Carter*, 2005 WL 555367 (S.D. Ind.) (Plaintiff awarded \$51,201.95 in attorneys' fees and \$2,511.56 in costs after court rules sheriff violated ADA).

¹² 42 U.S.C. 12133.

¹³ *Gohier*, 186 F.3d at 1220.

¹⁴ *Buchanan v. Maine*, 417 F. Supp. 2d 45, 72 (D. Maine 2006).

¹⁵ *Gohier*, 186 F.3d at 1221, quoting H.R. Rep. No. 100-485, pt. III (1990) reprinted in 1990 U.S.C.A.N. 445.

¹⁶ U.S. Department of Justice, Civil Rights Division, "Commonly Asked Questions about the Americans with Disabilities Act and Law Enforcement," www.ada.gov.

¹⁷ *Gohier*, 186 F. 3d at 1221; see also *Buchanan*, 417 F. Supp. 2d at 72 (One can only reasonably conclude that the officers trained their weapons on plaintiff because he was carrying a high-powered rifle in a crowded shopping area, not because of misperceptions stemming from his disability.)

¹⁸ *Gohier*, 186 F. 3d at 1220.

¹⁹ *Sudac v. Hoang*, 378 F. Supp. 2d 1298 (D. Kan. 2005) citing *Gohier*, 186 F.3d at 1220-21.

²⁰ *Hainze v. Richards*, 207 F.3d 795, 801 (5th Cir. 2000). See also *Thompson v. Williamson County*, 219 F.3d 555 (6th Cir. 2000); *Bircoll v. Miami-Dade County*, 410 F. Supp. 2d 1280, 1284 (S.D. Fla. 2006).

²¹ *Schorr*, 243 F. Supp. 2d at 239; *Hogan*, 2004 WL 1836992 (E.D. Pa.).

²² 28 C.F.R. 35.130(b)(7).

²³ 28 C.F.R. 35.160(a).

²⁴ *Gohier*, 186 F. 3d at 1221.

²⁵ See, for example, Settlement Agreement between the United States of America and City of Franklinton, Louisiana, www.usdoj.gov/crt/ada/franklintonpolice.htm, and Settlement Agreement between the United States of America and Glendale Police Department, Glendale, Arizona, www.usdoj.gov/crt/foia/az2.txt.

²⁶ *Id.*

²⁷ On July 26, 2000, the 10th anniversary of the ADA, then U.S. Attorney General Janet Reno said: "As attorney general, I have made enforcement of the ADA one of my top priorities. At the Justice Department we have engaged in extensive educational outreach, and entered into hundreds of agreements ensuring greater access to thousands of businesses and governments. We have also increased the number of attorneys who enforce the law, and stepped up funding for ADA-related programs across the country. . . . [W]e will continue to build on this past decade of access" (U.S. Department of Justice, Civil Rights Division, "Enforcing the ADA: Looking Back on a Decade of Progress," www.usdoj.gov/crt/ada/pubs/10thrpt.htm).

²⁸ U.S. Department of Justice, Civil Rights Division, "Disability Rights Online News," June 2006, www.ada.gov/newsltr0606.htm.

²⁹ *Id.* The mailing provided information on how to order the videotape "Police Response to People with Disabilities," which is divided into eight segments designed for roll-call training. The DOJ also provided a brochure for officers to use and a model policy regarding how to effectively communicate with the deaf and hard of hearing. "Failure to provide effective communication is the most frequent complaint the Department receives against law enforcement under the ADA."

³⁰ *Id.*

Collecting, Preserving and Displaying IACP'S History



Badge presented to members attending the 1939 Annual IACP Conference, San Francisco, California.

By Chief Michael J. Carroll, West Goshen Township Police Department, West Chester, Pennsylvania, IACP Fourth Vice President, Chief Scott Finlayson, Springville Police Department, Springville, Utah, IACP Executive Committee, and Chief (Ret.) David G. Walchak, New Braunfels, Texas, Chair, IACP Past Presidents Committee

At the direction of the IACP Executive Committee, the association is launching an effort this year aimed at capturing the association's history and bringing it before various law enforcement and public audiences.

IACP has made significant contributions to the development of the law enforcement profession since its establishment in 1893. From its early work on uniform crime records and fingerprint identification to today's efforts focusing on community policing programs, less lethal weapons and terrorism, IACP has a rich and significant history in working to lead and advance policing services around the world.

As an association we have not, to date, pulled the pieces of our history together in a manner that will allow us to tell our story or to share it with others through a display of historic artifacts. We need to collect these kinds of items to accomplish our goal and the effort that we are initiating this year sets IACP out on a long, and somewhat complicated mission, that can

only be successful with the support of the entire membership.

IACP already has in its possession a variety of colorful and interesting items that are relics from our past. For example, we have a badge that was given to delegates at the 1939 annual meeting in San Francisco, California, that is pictured with this announcement. We also have a program from the Eighth Annual Convention held in May 1901 in New York City; photos of all the delegates assembled in one place from a variety of conferences; and, the content of a November 1892 letter that Chief Webber Seavey of Omaha, Nebraska—IACP's first president—sent to several police chiefs inviting them to join him in Chicago to discuss creating an association for law enforcement executives.

These are the kinds of items we seek and we will need to gather a good deal more.

To govern this collection process, the IACP Executive Committee approved a collections management policy document at its August meeting that will govern our history-related activities.

The document outlines the type of items of historic significance the association needs to secure. It suggests items such as publications; original correspondence; reports; photographs; audio and video recordings; conference banners and badges; gifts presented to the association; uniforms; hats; and equipment. All items selected for the IACP collection must have a clear connection to the association.

It addresses how these artifacts will be solicited. Collection efforts will be made through notices in the *Police Chief* and on the IACP Web site; presentations made at meetings

of IACP Division of State Associations of Chiefs of Police, Division of State and Provincial Police and the International Policing Division; and initially, at the IACP Exhibit at the annual conference.

Significantly, any items offered to the association are first to be described in correspondence to IACP's executive director. The policy requires that items offered will be assessed for value and exhibition potential; uniqueness; the ability of the association to care for the object submitted; and a clear understanding of ownership or title of the item.

No item offered to IACP will be accepted if it presents a danger to people or property; are living collections; are part of human remains; or if it violates international treaties or agreement laws. Items submitted for the collection must be in good condition and should not require extensive restoration work. They can be made available to IACP as a gift, bequest, or on loan.

Every proposed piece for the collection will be presented to the IACP Board of Officers and it will decide if the item will be accepted by the association. Before physical possession of any item is made, the Board must approve plans developed by the Executive Director for the care and use of all collection items.

We will be providing our first display under this initiative within the IACP Booth at the conference this year in Boston. Copies of the collection policy and other information regarding this initiative will be available.

All members are urged to stop by the display and to learn more about this program. We look forward to seeing you in October! ❖

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Circle no. 27 on Reader Response Card

See us at IACP booth #1464

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.

HopeDigits Phone Services Help Police and Victims of Domestic Abuse

HopeDigits announces that it has helped police officers in Colfax, Iowa, direct victims of domestic abuse to a useful resource: a provider of free, private phone numbers.

The Colfax Police Department consists of four full-time, four part-time, and 10 reserve officers. The agency serves a community of 2,500 people on the western edge of Jasper County, 23 miles east of Des Moines.

"We have contact with victims and are usually able to follow up on them and thereby gain a greater understanding of their plight, but getting them resources is sometimes a challenge, especially with domestic violence," said Officer Paul Kuhlman, who works the night shift and often has direct contact with crime victims. "If the victims don't get the help they need, they may in fact go back to their abuser and continue to place themselves in jeopardy of further harm."

Understanding the domestic violence cycle, Kuhlman and his fellow officers refer victims to HopeDigits, an online enterprise that allows individuals to obtain free and private phone numbers on demand. They can use the numbers to retrieve voicemail messages and forward calls to a cell phone or land line. By design, the phone numbers can be acquired instantly, and phone calls to the number can be instantly received. HopeDigits is also a free service for police agencies.

"HopeDigits gives the victim a free phone number that they have total control over, and is a way to stay in contact with support groups like friends, family, the domestic violence advocate, police and prosecutors, in the event that the victim moves to a shelter or another safe location, without having to worry about the abuser finding them," said Kuhlman.

For more information, circle no. 201 on the Reader Service Card, or enter the number at www.theiacp.org/freeinfo

Oklahoma City Partners with NICE Systems to Improve Communications

NICE Systems announces that it is providing Oklahoma City with an integrated solution for capturing and managing emergency communications. The city is implementing the NICE solution as part of a comprehensive public safety capital improvement initiative to upgrade the city's critical public safety infrastructure.

Oklahoma City invested in the new NICE solution in conjunction with other improvements designed to boost public safety, including a new EDACS trunked radio system from M/A-COM, and a state-of-the-art emergency communication center built to withstand an F5 tornado.

The communication center, which went online in January of this year, is equipped with VoIP phones for dispatcher and administrative use and employs circuit-switched telephony for incoming 911 calls. Handling police, fire, and EMS calls, the consolidated center also serves as the hub for the city's new M/A-COM trunked radio system. According to Kerry Wagnon, program director for Oklahoma City's Public Safety Capital Project Office, the ability to capture and reconstruct all of these different types of emergency communications was central to the city's selection of NICE: "Our citywide strategy is to move to Voice over IP, so it was a natural progression for us to use VoIP in our new 911 center," said Wagnon. "In addition to these VoIP interactions, we needed to record our 911 calls and EDACS trunked radio traffic too. Since NICE can capture and reconstruct all of these different types of emergency communications, the move to NICE made strategic sense for us."

The NICE solution is designed to capture communications from 16 call-taker positions and interactions from 60 IP phones in use at the center. It is also designed to capture all police and fire radio communications from the city's M/A-COM trunked radio system.

"With our NICE solution, we'll be able to have as many talkgroups as we want in our

trunked radio system and still be able to capture them all," said Wagnon. "It was NICE's VoIP and trunked radio capture capabilities, and Scenario Replay, that came together to help us make the decision to go with NICE," said Wagnon. "We're confident that the investments that we've made in NICE and our other capital improvements will help improve public safety for the citizens of Oklahoma City."

For more information, circle no. 202 on the Reader Service Card, or enter the number at www.theiacp.org/freeinfo

New York City Police Deploy Trace Detectors from Smiths Detection

Smiths Detection, a provider of trace and X-ray detection systems, announces that the New York City Police Department has purchased and deployed the Sabre 4000s, a handheld explosives detector, in and around the New York City subway system.

The NYPD conducted a seven-month evaluation of various manufacturers' explosives detection equipment and selected Smiths Detection's Sabre 4000 as its handheld detection unit. The devices will be used along with desk-top equipment from other vendors.

The NYPD has begun using the Sabre 4000s explosive trace detection system during the random, nonintrusive screening of passengers and passenger belongings.

Smiths Detection has developed a portfolio of handheld detection products that are designed to enable police officers, emergency responders, and others to quickly and safely screen people and assess threats. The Sabre 4000 is designed to detect and identify explosives, chemical warfare agents, and toxic industrial chemicals. ♦

For more information, circle no. 203 on the Reader Service Card, or enter the number at www.theiacp.org/freeinfo

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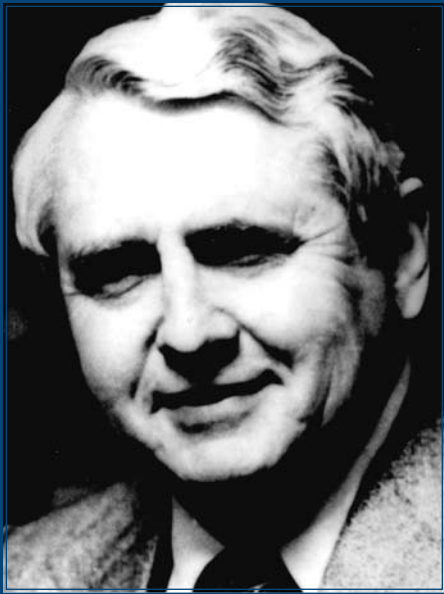
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In Memory of

Chief Edward (Ed) Davis—1916–2006

IACP President, 1976–77

*We are saddened
by the loss of Ed
Davis, a retired Chief of
Police and Past President
of the International Association of Chiefs of Police
who died this year.*

Chief Edward Davis, a past president of the IACP, died April 29, 2006, in San Luis Obispo, California. He was 89 and leaves his wife Bobbie Trueblood Davis, three children, four stepchildren, and 10 grandchildren.

Los Angeles Police Department

Chief Davis was born in Los Angeles and raised in the South-Central area, with former mayor Frank Shaw as a neighbor. As mayor, Shaw was provided with 24-hour police protection around his house. Ed, a young boy at the time, spent hours talking with these officers and came to idolize them. It was at

this time that Ed decided to become a police officer. He later joined the Los Angeles Police Department (LAPD) and rose through the ranks from street officer to become chief of police, a position he held from 1969 to 1978. He characterized himself as “just a country boy doing my best to protect the city.” As chief of police, Ed was anything but that. He was flamboyant, outspoken, even controversial, but he was also an innovative leader who at that time was credited with “running the most professional police department in any large U.S. city, and the one most free of corruption.”

Chief Davis led the LAPD through several high-profile cases, including the arrest in 1969 of Charles Manson and the fiery 1974 gun battle with members of the Symbionese Liberation Army. His public utterances became legend. He once suggested hanging airline hijackers at airports using portable gallows—after a due process trial, of course. That statement earned him the nickname “Hang ‘Em High Ed.” He pioneered community-based policing (which included the Basic Car Plan), introduced Neighborhood Watch programs, instituted a K-9 program, provided opportunities for police officers to advance their education, created a task force to work with the rapidly increasing Asian population, and decentralized the Office of Operations. Chief Davis supported the creation of the Los Angeles Police Memorial Foundation to support the families of officers killed in the line of duty.

IACP

Chief Davis was an active member of

the IACP and in 1976 was elected president. He began his presidency by describing a five-point program designed to help IACP “influence the course of events.” He led a movement to require that police executives should be removed from office only for cause and with due process, appointed a committee to ensure that U.S. police chiefs have a lobbying presence in Congress, reiterated the belief that a police agency should reflect the composition of its population, and opposed the quota hiring standards proposed by the federal government. President Davis insisted upon fixed standards for everyone, recognized the importance of small decentralized police agencies, opposed their elimination by consolidation or regionalization, and recognized the importance of collaboration involving the public and the police.

Political Service

In 1978 Davis resigned as chief of police to continue his public service in the political arena. He was elected to the California Senate in 1980, where for three terms he represented the suburban sections of Los Angeles, Ventura, and Santa Barbara counties. Davis introduced bills to expand the powers of police officers and increase the scope of the death penalty. He also supported gay-protection legislation and environmental bills to expand state parks. He retired from the state senate in 1992.

We have lost an innovative and energetic police executive and political leader who dedicated his life to making the city of Los Angeles, the state of California, and the United States of America a safer and happier place to live. May he rest in peace. ♦

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324

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SANYO

An Introduction to IACP Diversity Coordinating Panel

By Deborah J. Campbell, Deputy Superintendent, New York State Police, Albany, New York, and Rafael P. Hernandez, Jr., Deputy Chief of Police, Tallahassee, Florida, and Co-Chairs IACP Diversity Coordinating Panel

The pivotal role that workplace diversity can play in promoting effective and representative law enforcement was captured by Chief Viverette in the President's Message that appeared in the December 2005 issue of the *Police Chief*:

We have learned that to be effective, police cannot operate alone; they require the active support and assistance of their communities. Central to maintaining that support is the recognition that law enforcement agencies must reflect the diversity of the communities they serve.

In January 2006, the inaugural meeting of the IACP Diversity Coordinating Panel was held at IACP headquarters. The panel is designed to bring sharper focus to IACP's commitment to promoting workplace diversity. As it evolves, the panel will help underscore the multiple benefits that workplace diversity brings to law enforcement agencies and the communities they serve.

Of course, the goal of achieving workplace diversity and recognizing associated benefits are not new to the profession or to IACP. Diversity issues have been a focal point in law enforcement at least since the civil rights movement of the 1960s. Most recently, IACP published *The Future of Women in Policing* (1999) and *Mobilizing the Community for Minority Recruitment* (2004). Although progress has been made, opportunities and challenges remain. Considerable variation exists in the degree to which law enforcement agencies have achieved the goal of having personnel reflect the communities they serve. The panel recognizes that there exists no one-size-fits-all approach to the complex problem.

The goal of achieving a diverse workplace is intricately tied to other organizational issues, to local community culture and politics, and to the interaction between the two. In addition, the importance of diversity will be magnified as the profession continues to evolve. The need to recruit a diverse workforce will become even more critical as the missions and tactics of local law enforcement are adjusted to meet homeland security responsibilities and as leaders establish policies with respect to their agency's role, if any, in enforcing federal immigration laws.

The panel recognizes that law enforcement executives are committed to diversity in the workplace but face real-world challenges, including convincing reluctant community members that law enforcement is a viable profession. Despite this complexity, however, it is clear that establishing and maintaining a workforce representative of the community it serves depends heavily on leadership vision, planning, and execution. Success also rests with establishing true community partner-

ships. Through the Diversity Coordinating Panel, IACP can play a lead role in continuing to move the profession forward in this arena.

Why a Panel and Not a Committee?

Because the topic of diversity is broad and intersects many of the topics addressed by IACP and law enforcement, a new panel structure was necessary. Simply establishing another committee on diversity in law enforcement could not possibly address the broad scope of relevant issues.

The overarching goal of the panel is to develop a cohesive and consistent perspective on diversity throughout IACP and to help coordinate the broad spectrum of IACP work that has an impact, direct or indirect, on law enforcement workplace diversity. While increasing the representation of minorities and women in the law enforcement profession is a core objective, the panel recognizes that many issues and concerns common to all law enforcement agencies have implications for workplace diversity. These include recruitment and outreach strategies; candidate eligibility criteria; fitness standards; adapting to job-market changes; sustaining positive community relations and police-citizen partnerships; workplace mentoring programs; equipment selection; promotional processes; shift scheduling; pregnancy, child-care, and family leave policies; and diversity training programs—to name but a few.

Mission Statement and Goals

The panel has developed a mission statement and a set of objectives. The mission statement recognizes that many agencies are now engaged in innovative practices and its focus is on capacity building, peer-to-peer exchanges, and promising practices.

The Diversity Coordinating Panel shall identify, study, consider, and determine those programs, policies, and initiatives that will enhance the diversity of law enforcement agencies. The Diversity Coordinating Panel will focus on professional standards, recruitment, hiring, retention, and promotional practices, particularly as they pertain to groups historically under-represented in the law enforcement professions, including women and minorities. The panel promotes diversity throughout the command structure.

As a coordinating panel, members will work collaboratively with representatives from IACP's committees, divisions, and sections to leverage their expertise and to help ensure that a cohesive and consistent approach to diver-

sity exists within the IACP. The panel is guided by the principle that workplace diversity is consistent with the tenets of professionalism, community service, and the protection of civil rights for all persons working in law enforcement agencies and all persons in the community.

The goals of the panel include the following:

- Promote the message that achieving diversity in the workplace is an asset to law enforcement agencies.
- Identify the real and perceived obstacles that prevent or inhibit minorities, women, and members of other under-represented groups from seeking careers in law enforcement.
- Identify the factors that affect retention in law enforcement, particularly those that may be unique to minorities and women.
- Promote a broad perspective of diversity that considers differences in lifestyle, life experience, language capacity, and cultural perspectives.
- Identify promising practices of law enforcement agencies that have successfully achieved diverse workforces and identify those practices that may be replicated in other jurisdictions.

Besides coordinating efforts at IACP, the panel also is committed to working with other organizations that have adopted similar goals. To date, the panel has officially reached out to the Hispanic American Police Command Officers Association (HAPCOA), the National Association of Women Law Enforcement Executives (NAWLEE), the National Center for Women and Police, and the National Organization of Black Law Enforcement Executives (NOBLE). Several members of the Diversity Coordinating Panel are active members of these organizations.

Panel Membership

The panel members have been selected based on their expertise and past work on a range of issues related to diversity in law enforcement. The panel includes law enforcement executives as well as persons from allied professions, including an academic researcher and a police psychologist. Many panel members also hold assignments with standing IACP committees, a circumstance that should help foster communication and coordination. Chief Michael Carroll of the West Goshen Township, Pennsylvania, Police (IACP fourth vice president) and Commissioner Gwen Boniface of the Ontario Provincial Police (general chair of the IACP Division of State and Provincial Police) serve as the IACP board members with oversight of the panel.

Panel members recognize that diversity in law enforcement is a complex topic and that solutions and innovation will not occur overnight. The panel co-chairs believe that this initiative brought forward by President Viverette has established a solid foundation for what will become a long-standing component of IACP's contribution to enhancing law enforcement professionalism. Chief Joseph Carter, IACP first vice president, has committed to supporting the work of the panel under his tenure. The panel looks forward to steady progress in the years to come.

The Diversity Coordinating Panel has had three meetings to date. The panel will be holding its first annual meeting during the annual IACP conference in Boston.

Contribution from IACP Membership

IACP members and readers of the *Police Chief* are encouraged to send information about their promising practices, relevant literature and policies, or ideas about prospective research to the Diversity Coordinating Panel. These and other comments or questions about the panel may be sent to diversitypanel@theiacp.org. ♦

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Stopping Crime in Real Time

By Joseph D'Amico, Deputy Chief, Commanding Officer of the Real Time Crime Center, New York City Police Department, New York



Actual Cases from Real Time Crime Center

Deception Burglaries

In December 2005 a burglar gained entry into the homes of elderly victims in Brooklyn by pretending to be an electrician. He told his victims that there was a problem with their electrical box. Once inside he stole money while they were distracted. During one of the burglaries the perpetrator gave

his victim a phony business card bearing the name June and a cell phone number. Detectives assigned to the case from the robbery squad used the conventional department databases but were unable to develop any additional leads from this information.

The detectives asked the NYPD Real Time Crime Center (RTCC) for assistance. The RTCC investigator put the phone number through the phone search application and within minutes was able to supply detectives with an address that was linked to a past 911 call for an assault in progress. Detectives interviewed the victim of the old assault under a guise, and he identified June as the person who telephoned 911 when he was assaulted. Detectives established June's true identity and his current address in Brooklyn. Police found him at this address and charged him with two counts of burglary, larceny, and criminal trespass. The suspect's criminal record includes attempted robbery, burglary, bail jumping, and sale of marijuana.

Nonfatal Shooting

On Friday, November 4, 2005, a man and a woman were shot as they left a bodega in Queens. Detectives determined that they were victims of random gunfire by unknown and unidentified persons. Shortly after this shooting, the RTCC received a call from the responding supervisor, who was present in the hospital emergency room. He asked the RTCC to check for police records on both victims.

The ability to fight crime in real time—that is the vision of New York City Police Department (NYPD) Commissioner Raymond Kelly. Beginning his second term as police commissioner in 2002, Kelly knew that properly implemented technology could reduce police officers' reliance on paper reports and non-integrated databases to identify crime patterns, thus allowing officers to focus on what they do best: solving crimes and apprehending criminals.

Such a grand vision demands a concrete strategy for execution, and for that Kelly named the NYPD's first chief information officer (CIO). Jim Onalfo,¹ a recognized authority in private industry on information technology (IT), was recruited to oversee the entire project and ensure that tight deadlines were met. This multilayer, multiphase effort was choreographed by a team of experts—appointed by Commissioner Kelly—who understand that technology combined with good old-fashioned police work can ultimately create a safer community. The result: the NYPD launched its \$11 million Real Time Crime Center (RTCC) in July 2005.

Inside the RTCC

The scope of information available to the police officers relying on the RTCC is truly staggering. The system can comb through 120 million New York City criminal complaints, arrests, and 911 call records dating back a decade; five million criminal records and parole files maintained by the state of New York; and more than 31 million records of crime committed nationwide.

In addition, the RTCC has made it possible for officers to receive photographs of individuals via handheld devices; the technology to transmit the photographs to the police car laptops will soon become available. Recently, an officer was able to retrieve a suspect's photograph via a handheld device following a narcotics bust and tie the suspect to a murder in Virginia.

The RTCC has three key elements:

- data warehouse
- data analysis
- data wall

The RTCC puts a wealth of information at the fingertips of those who work there. To ensure data privacy, only NYPD employees who are screened by internal affairs have access to the information housed in the RTCC.

Data Warehouse

For the data warehouse, the NYPD worked with IBM Global Services, whose consultants used IBM's WebSphere portal software to create a single front-end access point for some of the department's own homegrown applications and multiple data marts (large databases) running on IBM's DB2 Universal database.

The basic concept is a system that brings information together, freeing it from the different silos (squads, precincts, units, divisions, and departments) where the information is stored. It then uses a reconciliation engine to assemble the information in context for the user. The technology sits on top of existing systems and information repositories, pulling together the content in response to queries. Essentially, the reconciliation engine understands the semantics of information, not just the syntax.² In other words, it understands the meaning and relationships, and is not just limited to the commands or search term.

Data Analysis

The NYPD turned to Dimension Data, a solutions provider based in Hauppauge, New York, to implement data mining and analysis products to help the RTCC staff use the massive amount of raw information available.

Among the arsenal of software tools available to RTCC analysts is a custom-designed ReportNet application, based on the Cognos Series 7 business intelligence software product, which analyzes information and applies law enforcement intel-



Photo Courtesy of New York City Police Department

ligence based on complaints, summonses, and domestic violence incidents.

Queries can be run against MapInfo Corporation's satellite imaging software, which allows department personnel to quickly display information on a map, making it easy to identify patterns and trends. Layers on the map also provide a simple view of nearby landmarks and resources, such as hospitals, schools, and transit lines.

Satellite imaging and mapping technology enable a real-time picture of police resources throughout the city. This capability includes tools such as the following:

- 911 Real-Time Dashboard, which provides 911 call location mapping to better analyze how NYPD personnel and resources are being used at any given moment across the city;
- an event-notification system that monitors crimes in real time, sending alerts to the RTCC Web portal or to email inboxes; and
- access to public information databases containing millions of records about licenses, arrest histories, residences, etc.

The NYPD uses IBM's Omnifind 8.2 Advanced Text Search product to search against text versions of criminal complaints, letting RTCC staff analyze the material in a more intuitive way than had been possible with command-line searching.

For the NYPD, Dimension Data also developed a custom application—the modus operandi and pattern database—which allows the NYPD to search complaints to map and observe patterns that emerge from the total complaints over

a period of time. This product greatly reduces the time necessary for this function, previously done by manually sifting reports. Information that in the past had been created and distributed via Microsoft Word documents and faxes is now centrally located in a repository that can be searched and mapped to precincts.

"The investigators have a host of tools at their disposal," says Sergeant Rick Perine, a 20-year NYPD veteran who not only knows a lot about being a police officer, but is also an extremely talented IT professional and the RTCC's project director. The integrated search capabilities enable what is known as a "federated search," in which the data sources mentioned earlier may be queried simultaneously. Whereas before police officers needed days and weeks to sift paper records and field reports to analyze the information and data, today the officers have instant access to computerized records that do this work for them.

Data Wall

At the RTCC's core is a room with a two-story video wall composed of 18 connected Mitsubishi TV screen panels and 25 desks, manned by more than 40 detectives and crime analysts. The NYPD hosts its own data centers and uses a backup center to provide redundancy.

The RTCC in Action

In the normal course of law enforcement business, information is collected and then it populates the data marts. Arrest and complaint documentation and information

RTCC investigators conducted several computer checks on the woman. The checks revealed that she had been arrested twice, once for criminal mischief and once for assault.

Using only the incomplete and conflicting information the man gave police, RTCC investigators searched public records and established the man's name and identity. They then performed an E-Justice search that revealed his home address in Jamaica, New York, as well as his correct name. They discovered that he had eight previous arrests on various charges, including rape, and that he was a registered sex offender and parole absconder. He was on the New York State 100 Most Wanted List. Detectives at the hospital received a photograph that they used to confirm his identity and placed the suspect under arrest.

Cold Case Homicide

On December 14, 1988, two men became embroiled in a dispute over a woman outside a bar in North Carolina. The dispute escalated and the perpetrator produced a firearm and fatally shot the victim. Soon after the initial response to the crime scene by detectives from the police department, a warrant was issued for the arrest of the suspect. Investigators assigned to the case received tips that he had fled the state and possibly went to New York, but they could not locate or determine his whereabouts. Within a few months the investigation stalled.

On October 5, 2005, while reviewing this cold 1988 homicide, the North Carolina detectives discovered that their suspect had a judgment against his credit by Verizon Wireless for nonpayment of his cell phone service. The judgment listed a Manhattan address. The detectives from North Carolina called NYPD for assistance. They traveled to New York and, with NYPD detectives, visited the address, but they didn't find their suspect.

The NYPD detectives asked the RTCC to run computer checks on both the suspect and the address. Using the programs of Accurint and Entersect and the person-finder application in the COGNOS system, RTCC discovered a subject who had used the same address as the wanted suspect. Further investigation discovered that this subject's date of birth and social security number were almost identical to those of the wanted suspect. RTCC gave the detectives this information as well as an alternative address.

A subsequent visit to the alternative address revealed that the suspect had been recently residing there with a roommate. Detectives learned that the suspect had moved out about three months ago and now lived in the area of Columbus, Ohio, with a relative. RTCC computer checks uncovered a family residing in Columbus, Ohio, and RTCC provided detectives with an address.

generated by 911 calls and other day-to-day processes provide data that feeds and updates the data sources the RTCC detects query.

When an officer in the field calls in details of a new crime, RTCC experts use analytical software to examine data housed in the data marts to mine the department's collective information stores, looking for clues that will solve the crime or reveal broader patterns of criminal activity. Training people to work in the RTCC takes six to nine months because of the complex nature of the different tools.

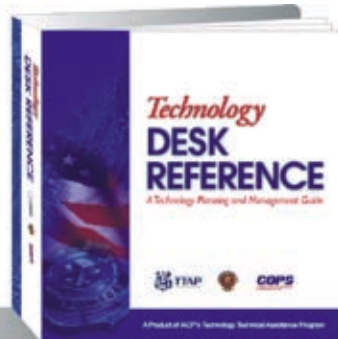
The RTCC was recently expanded to include robberies, rapes, missing persons, and other serious crimes beyond homicides and shootings. New search capacities were also added to let users search on multiple keywords.

Another new feature uses graphical clues to help police officers make quick connections among a crime's various elements. These new search capabilities help the NYPD to better understand and identify crime patterns. Instead of investigating one crime, officers can now gather evidence regarding multiple, similar crimes that can be used to identify the person responsible. This technology ultimately helps the NYPD achieve a key goal: to curtail crimes before they become bigger, citywide trends.

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For example, with this approach and the pattern database, the NYPD can identify groups of individuals involved in recent thefts, for example, or determine which items burglars or muggers most desire. Being able to run pieces of information about discrete crimes against a larger database means that the NYPD has a finger on the pulse of what is going on in a given crime segment.

Currently, the RTCC supports 115 detective squads and eight investigative response vans. These vans can query the RTCC; while the laptops in the NYPD's thousands of squad cars cannot yet fully access all the querying capabilities, they can run routine motor-vehicle checks such as license plate verifications. The RTCC gives detectives more sophisticated analysis capabilities, while the laptops on the street support their day-to-day work.



Photo Courtesy of New York Police Department

What's Next?

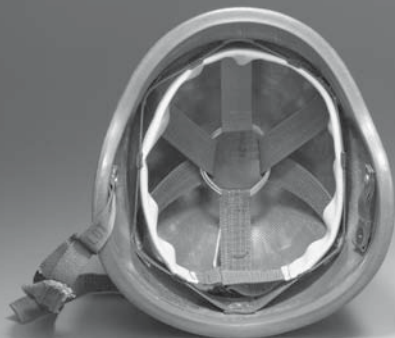
As the NYPD moves into its second phase, new projects are underway, including creating a recidivist database. Designed to put police officers on a more proactive footing to capture known criminals, the recidivist database will cull information from correctional facilities and courthouses (from which the NYPD is currently seeking permission for access) to create a data

source that will store everything: an individual's physical description, the addresses the person has claimed over the years, and the criminals with whom he or she associates, among others. Software used in casinos for years—products that help pick up discrepancies between a person and the phone number or address he or she cites—

will be deployed to help advance this data collection.

The NYPD is also working to extend its electronics records database from four to 10 years worth. Some information that it currently generates is not yet linked into the RTCC's data marts; for example, the NYPD still generates half a million records

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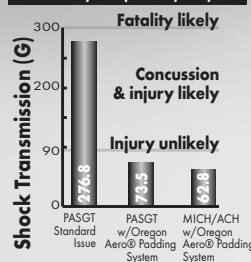
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Armed with the new information, the North Carolina detectives went to Columbus. After briefing the Columbus authorities, they visited the identified residence on November 10, 2005, and that visit led to the apprehension of the wanted suspect. The suspect was eventually extradited back to North Carolina to answer for the 1988 homicide.

Commercial Robbery with a Gun

Late on Saturday, November 5, 2005, a man entered a restaurant in midtown Manhattan, ordered a slice of pizza, and remained inside until closing time. When the manager began to close for the night, the

man produced a silver handgun and announced a robbery. The manager handed over a sum of money to the man, who then fled. The perpetrator was described as a male Hispanic, 30 years of age, 5-feet-11, 165 pounds, wearing a black leather jacket, black pants, and a white T-shirt. According to a witness's description, the perpetrator had crooked teeth, a mustache, and a goatee. He also had the word sugar tattooed on the back of his neck.

RTCC investigators reviewing robbery incidents learned of the tattoo and began a workup. They discovered a person previously arrested who had the word sugar tattooed on his neck that fit the physical description of the robber. The suspect had been arrested numerous times in New York City and Suffolk County, New York, for rape, sexual abuse, failure to register as a sex offender, criminal possession of stolen property, assault, and criminal possession of a controlled substance. He had several addresses in Brooklyn and in the Bronx. The investigating detectives were notified and provided with the information.

The detectives promptly showed the victim of this robbery and several witnesses a photograph array that included the suspect's picture. The photograph arrays produced positive results. Detectives found and arrested the suspect on Saturday, November 12, 2005.

Child Abduction

On Monday, November 14, 2005, detectives from the NYPD's 41st Precinct detective squad interviewed a mother who said that her four-year-old son had been removed from her residence without her permission on Saturday, November 12, 2005, while in the care of a 19-year-old babysitter. The mother identified the person who removed her son as a former babysitter dismissed some months earlier and provided a New York state identification number. At the time of report, the mother had no idea where the former babysitter lived now and had no way of getting in touch with her. Investigating detectives called the RTCC for assistance.

The state identification number was put into the E-Justice system. That check produced seven additional names, seven different addresses, three different dates of birth, and six social security numbers. Each of the names, addresses, and social security numbers were checked through Accurant and Entersect, revealing additional names, locations, and phone numbers for the suspect. RTCC was able to find a common denominator with an address and a phone number. Detectives used this information to find the child and the suspect. The child was reunited with his mother, and the suspect was arrested. Detectives also arrested the babysitter who was caring for the child at the time of his abduction, after the RTCC check found an active felony warrant.

a year in paper form. When it can provide electronic records from 10 years ago, it can be even more thorough: a detective will be able to enter a query that will then crawl through 311 and 911 records, case management records, public databases, and so on.

Results

Meanwhile, the NYPD has seen measurable results since the RTCC was opened. Approximately three-quarters of the homicides in New York City were solved in 2005, thanks to the tenacious work of NYPD

police officers and detectives who, in many cases, were assisted by the technological support provided by the RTCC. In fact, the NYPD is currently attempting to tally the number of long-unsolved crimes about which the RTCC has been able to provide the critical piece of information that solved the case, including cold cases it has been able to resurrect and solve.

"The amount of time saved by officers, detectives, and analysts is tremendous," said David Petri, Dimension Data's program manager on the NYPD engagement.

"In the past, police personnel had to sift through a multitude of written reports. The RTCC has afforded great productivity gains due to easy access to information."

In the beginning, Commissioner Kelly defined a multiphase rollout. The next several phases include looking at ways to connect the NYPD's counterterrorism efforts with the RTCC, such as setting up automated alerts to cross-reference different lists of perpetrators, convicted criminals, and persons of interest.

Commissioner Kelly also envisions developing subject matter experts for each type of crime (burglary, homicide, etc.). These individuals would focus on their specific area and consequently be better able to identify trends and patterns from information gleaned from the RTCC.

"Without Commissioner Kelly, the RTCC would never have been developed. Yes, it was his vision—but his role goes far beyond that," says Onalfo. "The commissioner meets with the core team twice a month, he sets the direction, and he signs off on any technology changes. In fact, he is very hands-on, working daily to ensure the RTCC is truly realizing its full potential."

The preliminary statistics indicate that it is doing just that. Under Commissioner Kelly's leadership, the NYPD will continue to implement more and more applications to help the department effectively and efficiently fight crime and close cases. His vision is finally becoming a reality, and the citizens of New York are safer because of it. ♦

¹ Before joining the NYPD, V. James Onalfo, had 30 years of Fortune 100 IT experience with corporations such as General Foods, Kraft Foods, and Philip Morris International. As NYPD deputy commissioner/CIO, Onalfo heads up the office of technology and systems development that includes the communications and the management information systems divisions.

² This ability is newly developing in law enforcement and the business community. Only in the past five years have emerging technologies become sophisticated enough to gather information, crosscheck, and reconcile it. In the IT world, this concept is known as "business performance transformation service," and it delivers information in line and in context.

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4 Questions for Return on Investment

Choosing the Right Training

By Scott Brown, School Director,
General Instructor Training,
North Carolina Justice Academy,
Salemberg, North Carolina.

Factors for Evaluating Learning Outcomes

Factor **1**: Is the learning outcome specific?

Determine if the educational objectives are clearly stated and related to the educational goal. Does the statement identify the behavior the student will demonstrate after the training? Is each learning outcome expressed separately?

Factor **2**: Is the learning outcome measurable?

Assess if the identified learning objective can be measured after training. While this measurement may occur after attendees return to work, the question is can the officers use the new skill and can this use be measured?

Factor **3**: Is the learning outcome attainable?

Considering the amount of time, the current skill of the officer, the qualification of instructors, and the expected changes in knowledge, are the learning outcomes realistically attainable?

Factor **4**: Is the learning outcome relevant to course content?

Evaluate if the stated learning outcome is supported by course content, educational material used and qualifications of the instructors.

Police chiefs have a vested interest in ensuring proper training for their employees. Considering the need to carefully manage the available resources to offset the time officers are away from their duties and the actual cost of the training program means that the chiefs and the department managers have to make tough choices about what training their officers will attend. With hundreds of training opportunities available to law enforcement officers every month, knowing which programs are worth the expense is difficult. However, the following four questions act to vet any training event to help decide the training's expected value—or the return on investment.

Question 1. What does the training attempt to teach?

To discover what a training event aims to teach requires more than just reading the title or even the short description announcing most training opportunities.

Quality training is based on solid learning objectives. Objectives should at least

indicate what the students will be able to do (as opposed to what they will know) when the training is completed. Ideally, the objectives should indicate what level of mastery and under what conditions the students will be able to complete the task. For example:

Learning Objective: In an arrest scenario, the students will demonstrate the ability to properly search an individual, identifying and removing all contraband hidden on his or her person.

This learning objective states clearly what the student will be able to do: "...conduct a search for contraband..." It also indicates what degree of mastery the student will achieve: "...identifying and removing all contraband..." Finally, the objective clarifies the conditions: "In an arrest scenario..."

A poorly defined objective is written like this: "The students will learn to properly search an arrestee." This poorly defined objective leaves questions unanswered: how will the instructor know whether the

student has learned to search an arrestee, under what conditions the student will prove that knowledge, and how well will the student be able to search the arrestee.

Well-written learning objectives indicate—but do not guarantee—the training program will achieve the department's expectations. Poorly written learning objectives—or no learning objectives at all—warn that the training may not be well organized, conceived, or likely to impart the skills being sought.

Question 2. Is the skill being taught needed?

No matter how well done the training is, it is worthless if the officer will not use it.

Self-initiated training requests by employees often identify opportunities to better prepare officers for their current jobs. At some other times the motivation may be questionable, such as when employees identify potential training programs that will build skills for a perceived future need or that will stimulate their intellectual

thirst, or even just to get time away from normal duties, or to build skills to use in part-time work or in future employment. All of these waste the agency's valuable training resources.

When the request for training is either self-initiated by the officer or identified by the department management, requiring the details in a two-step evaluation will ensure that the officer will use the training.

Step one is to require a detailed explanation how the agency will benefit from the officer's improving or gaining the skills through the training. The description should clearly link the training's goals and its learning objectives and the employee's job responsibilities and/or the department goals.

Defining the benefits of training in clear terms—rather than vague catchphrases—ensures the training will help the students' day-to-day work effort. It also reinforces that managers expect results, if not improvements, from the training once the employee returns to work.

If the training's value cannot be articulated, the training is probably not the best use of scarce training resources.

Step two in the vetting process is the training debriefing policy. Before the training program, work with the attending officer and determine the best way to pass on the training's benefits to the student/officer's colleagues. The returning officer should at least take a few minutes at roll call to brief the work unit on what he or she learned in training and how it applies to the agency.

Training debriefs have a dual purpose: encouraging the student to take on the role of teacher and ensuring that the whole work unit gains some benefit from the officer's training experience.

If the training had little value, the officer must be free to report that fact. Knowing what training to avoid is as important as what training to attend. If the first officer who attends alerts managers that the training is poor or off target for the agency, the agency will save valuable training resources by not sending other officers to the same training.

Another benefit of training is networking. Certainly, the networking that happens in training is valuable and can benefit the agency and the officer. Being able to remove bureaucratic barriers through contacts developed at training opportunities is a benefit, however, the main reason for training should always be to improve an employee's performance and further the organization's goals.

Question 3. Will the officer be able to use the new skills soon after training?

A primary fact of the adult learning process is that adults will quickly lose any new skill that they do not use soon after learning. Therefore, the training event should allow for plenty of practice time, but the practice

has to continue once the employee returns to the workplace, or the skills will fade quickly.

Ideally the "just in time" training event meets this need by providing training just before the employee needs to use a skill, allowing him or her to implement and practice the training. For example, sending an employee to a class on the new report-writing software that will be implemented in six months only gives the employee six months to forget the training. Instead, training should occur just before the new software's rollout.

Officers must remain proficient in many

skills that their chiefs hope they will never have to use such as firearms skills, CPR, and self-defense techniques. The best way to increase the likelihood of officers retaining those skills is through refresher training and informal practice. Arranging access for officers to a firearms range or a gym to practice techniques or having CPR instructors give brief reminders about how to check for breathing or the compression-to-breath ratios in shift briefings aid in maintaining these skills. These practice sessions will not—and should not—replace the formal training, but the practice will help keep up the officer's skills.



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Question 4. What is the True Cost?

Tuition costs are just the tip of the iceberg for training costs. Lost time, travel expenses, books, and equipment all add to the overall expense of training.

Lost time includes more than the employee's salary for the time off the job. The true time costs also include the cost of the employee's benefit package; replacement cost (the cost of paying someone else to cover the employee's duties while in training); organizational overhead cost; and the cost of maintaining the empty office or vehicle during the training absence. These factors should be figured in the time away from work related to the training in arriving at the actual cost.

Travel expenses include transportation considerations such as airline tickets, rental cars, mileage or the use of the agency's vehicle, as well as lodging, meals, parking, and tips.

Some training programs may require particular textbooks or specific equipment brands that include in the equation. Find out early on from the training providers exactly what is included in the price of the training, and what will be an extra expense.

Table 1 illustrates the total costs for sending an officer making \$35,000 per year to one day of training with tuition of just \$299.

Table 1. Calculate cost for one day of training

Officer's Yearly Salary:	\$35,000.00
days worked/year:	240
per day salary	\$145.83
Calculate benefit package of employees at .33 percent of daily salary	\$48.13
Calculate replacement cost for another employee to cover duties at 1.5 times daily salary to cover overtime cost	\$218.75
Calculate organizational overhead at 1.25 percent of employee's daily salary	\$182.29
Daily time costs per employee	\$595.00
Number of days for training	1.0
Total time costs per employee	595.00
Calculate travel expenses for each employee (if applicable)	\$200.00
Tuition cost per employee	\$299.00
Total Attendance Cost Per Employee	\$1,094.00

The Bottom Line

Once the real costs of training have been determined, decide if the expected benefit is worth the cost. In some cases, that benefit can be quantified monetarily, however, law enforcement training is often measured in terms of lives saved or cases cleared, benefits that are not easily quantified. When that is the case, chiefs must simply ask the tough question, "Is the possible benefit worth the total cost?"

Protecting the agency's training resources is not only a wise move; it is a chief's responsibility. Training decisions should not be taken lightly. Quality training can be the salvation of a well-run police department. The officers and the community depend on the chief to find the best training that the department's budget can provide. Thinking about these four questions when making decisions about training opportunities will help to ensure that employees are well trained without wasting those valuable resources. ❖

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Port Orange Police Department Sexual Offender Accountability Program



By Gerald M. Monahan, Jr., Chief of Police, and Timothy V. Girard, Commander, Criminal Investigation Division, Port Orange Police Department, Florida

Providing a safe and secure environment for the most vulnerable citizens has always challenged police departments. The limited resources at most law enforcement agencies' disposal require chiefs to make difficult choices to achieve complex, often competing goals in the most efficient and effective manner possible.

The Port Orange Police Department (POPD) recently implemented a cost-effective program to enhance oversight of registered sex offenders in cooperation with county and state officials to supplement the existing methods of address verification. In this program, police officers conduct monthly face-to-face meetings with every registered sexual

offender/predator living in the city of Port Orange. The program has improved the level of security in the community while having no significant impact on the existing resources.

Florida Law

A Florida law, effective July 1, 1996, requires the Florida Department of Law Enforcement (FDLE) to maintain an updated list of sexual predators in the state after a court has made a written finding designating the person as a sexual predator, as that term is defined by Florida statute. Chapter 97-299, Laws of Florida, requires certain sexual offenders to directly register with law enforcement or to have information compiled

Quick Facts

Port Orange, Florida

- 50,000 population
- 27 square mile, primarily residential
- 84 sworn police officers
- 31 non-sworn employees
- 50 volunteers in police service

Photograph by Detective Tyler Parks, Port Orange Police Department, Florida

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Suggested Enforcement Targets						
Avg Violation	Road, Location	Direction	Time	Day	% over	
1	Main St, 2200 Block	SB	07:00-07:30			
2	Main St, 2200 Block	SB	07:30-08:00	Fri	92%	
3	Main St, 2200 Block	SB	07:00-07:30	Fri	91%	
4	Route 26, Mile 87	SB	08:00-08:30	Thu	88%	
5	Allen St, 200 Block	NB	08:30-09:00	Thu	82%	
6	Main St, 2200 Block	SB	09:00-10:00	Wed	81%	
7	First Ave 700 Block	EB	07:30-08:00	Thu	80%	
8	Route 26, Mile 87	NB	08:30-09:00	Fri	79%	
9	Main St, 2200 Block	SB	08:30-09:00	Fri	78%	
10	Route 26, Mile 87	NB	08:30-09:00	Wed	76%	

Speed Events						
	Road, Location	Direction	Time	Day	% over	
1	Route 26, Mile 87	NB	08:30-09:00	Fri	78%	
2	Route 26, Mile 87	NB	08:30-09:00	Fri	78%	
3	Route 26, Mile 87	NB	08:30-09:00	Fri	78%	
4	Route 26, Mile 87	NB	08:30-09:00	Fri	78%	

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Mission Statement

We, the Port Orange Police Department, exist to serve all people within our jurisdiction with respect, fairness, and compassion. We are committed to provide a safe and secure environment for every person in our community.

With community service as our foundation, we are driven by our Core Values to enhance the quality of life, seeking solutions to problems, while fostering a sense of security in communities and individuals. We will nurture public trust by holding ourselves to the highest standards of performance and ethics. To fulfill our mission, we will emphasize the need for each officer to advance positive relations with our citizens through prompt, courteous, and professional service.

by the Department of Corrections, with the information to be provided to FDLE. Florida law makes that information available to the public. FDLE maintains a Web site that provides public information regarding sexual predators and sexual offenders. This database contains public record information on offenders classified as sexual predators and sexual offenders under Florida law because they were convicted for a sex-related crime and/or a specified crime against children. The database information is made available to interested citizens to help them educate themselves about the possible presence of such offenders in their local communities.

Just because information about an offender is posted in the database does not mean that the agency or department has made any judgment whatsoever about the level of risk a particular offender may present. This information is made available to help interested persons assess their own risk based on the offender's personal circumstances and conviction history.

The information contained on the Web site is reported directly to FDLE by the Florida Department of Corrections, the Florida Department of Highway Safety and Motor Vehicles, and county and local law enforcement officials. FDLE merely compiles and provides this information for public access; it does not independently confirm the information's accuracy.

The Problem

There are risks to the community that returning sexual predators and offenders pose, especially those who fail to comply with registration requirements. Misinformation about the suspect's whereabouts can remain live for several months before errors are detected and corrective action taken. This window of opportunity that exists for offenders to abscond at will and remain undetected undermines the offender registration requirements' deterrent effect and nullifies the registration laws' usefulness to a significant degree.

In the wake of community outcry for better protection from sex offenders, many cities are opting to enact legislation expanding offender-free zones surrounding schools,

parks, and other locations where children congregate. However, unless this legislation includes an oversight component, these restrictions cannot be effective. While this legislation, increasing residency restrictions, has not been tested for constitutionality, address verifications are authorized by Florida State Statute directing county and local law enforcement agencies to verify the addresses of sexual predators and offenders who are not under the care, custody, and control of the Department of Corrections. (Sections 775.21(8), 943.0435(6))

Core Values

Respect

We will treat all people in a dignified and courteous manner and exhibit understanding of ethnic and cultural diversity, both in our professional and personal endeavors.

Integrity

We are committed to the highest performance standards, ethical conduct, honesty, and truthfulness in all relationships. We hold ourselves accountable for our actions and take pride in a professional level of service.

Fairness

We will treat all people impartially, with consideration and compassion. We will be equally responsive to our employees and to the community we serve.

Excellence

We will strive to provide quality service in a courteous, efficient, and professional manner. We will focus on customer needs and foster community-oriented policing through problem-solving partnerships with citizens.

Dedication

The Port Orange Police Department is committed to providing the highest level of service possible. We recognize that this can only be accomplished through a collaborative effort among the department, other agencies, and the community. It is commitment to these principles that will ensure the achievement of our goals.

The Port Orange Solution

The Port Orange Police Department Sexual Offender Accountability Program was developed to update address information of all registered sexual offenders/predators living within the city of Port Orange every month. Operating since August of 2005, the program has achieved its goals of improving offender address information accuracy, enhancing deterrent to registration violations, and improving the flow of information throughout the department, among law enforcement agencies, and the community. The program was implemented using existing personnel. Increasing the frequency of contacts and ensuring face-to-face interaction between the offender and a police officer during the address verification process enhances the accuracy of offender address data and provides a more reliable investigative resource.

The project began when Port Orange Police Detective Sergeant Frank Surmaczewicz proposed the monthly supplemental address verification process after experiencing issues with the current data's accuracy. He suggested that the department could not rely solely on the existing data and that patrol officers could conduct monthly face-to-face address verifications with registered sexual offenders/predators.

The department discussed the feasibility of implementing such a program. The existing six detectives could not take on this project, and patrol division supervisors were concerned about workload issues, inexperience in dealing with sexual offender laws, and administrative problems in tracking the verification process. Several solutions were proposed to minimize the impact of additional workload on either division, while ensuring unilateral participation.

One Officer / One Offender Method

The one officer/one offender method of workload distribution evolved from department administrators' discussions regarding implementing best practices and minimizing the impact on any particular departmental unit.

Instead of detailing these assignments to a particular shift or group of officers, the department adopted the one officer/one offender concept. Pairing a particular officer with a specific offender allows the program administrator to ensure that the most experienced officers are paired with the offenders who represent the greatest risk to the community.

Clear assignments ensure that each officer is accountable for conducting the address verification process every month. Each patrol officer is paired with one sexual offender who must be contacted randomly once during each month to verify the offender's address.

Face-to-face meetings also reveal any intentional changes in the offender's appearance intended to disguise them from citizens who view their photograph on the sex offender Web site.

All tracking and administrative functions that support the program are centralized in the detective division; day-to-day oversight is performed by the detective sergeant and supported by an administrative assistant.

The detective sergeant provides each patrol officer with a packet of information identifying the sexual offender, providing any applicable conditions of probation, as well as the address verification forms. The

preprinted forms minimize the time and effort expended by patrol officers completing paperwork.

With a random, unannounced visit every month, the officer becomes familiar with the offender and is able to alert the criminal investigation division to any suspicious circumstances or criminal activity encountered during a routine visit.

A detective will respond to assist the patrol officer if any situation develops requiring greater expertise. The detective assumes responsibility for the verification if it develops beyond a verification situation to a sex crimes investigation or absconder incident.



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In this way, the detective division ensures that the task of conducting routine address verification does not develop into a time-consuming process beyond the time constraints placed on patrol officers.

Policy and Procedure Directive

In addition to the preprinted forms, the detailed policy and procedure directive ensure verification process uniformity. Patrol supervisors forward completed address verification forms to the detective sergeant before the end of each month for tracking and updating information. The administra-

tive assistant transfers the address verification information in an Excel spreadsheet to track the goal achievement and print reports. The detective division commander reviews the program data monthly to ensure compliance with the procedure directive, and the chief of police receives a monthly management report.

The detective sergeant serves as liaison with other law enforcement agencies involved in tracking registered sexual offenders and predators ensuring that information is continuously exchanged between the Port Orange Police Department, Department of Probation and Parole, Volusia County Sher-

iff's Office (VCSO) Career Criminal Unit, and the Florida Department of Law Enforcement. Updated sex offender address information developed by the Port Orange Police Department is provided to FDLE through the VCSO Career Criminal Unit.

To aid patrol officers, investigators, and managers, mapping tools were created to provide a picture of the data in a useful format. The map provides system managers and line-level personnel with a tool to view all of the sex offender residences, including color codes to distinguish between the addresses of predators, offenders, and offenders under supervision.

The Results

During the first six months, the program achieved excellent results:

- All of the offender verifications have been completed as required.
- The verifications resulted in substantial intelligence of value to the monitoring of sexual offenders and changes of address that have been made.
- With few exceptions, the offenders who remain within the jurisdiction are very aware of the monthly checks and have remained extremely cooperative.
- The impact upon the workload of patrol officers and detectives remains within acceptable levels.
- Awareness is increasing among patrol officers of both the offender population and the laws governing offender registration.
- The exchange of information among the agencies responsible for monitoring sexual offenders has increased dramatically, resulting in more accurate information being distributed across the board.
- The program has been well received by the public and law enforcement agencies alike and has been recognized by local leaders of the law enforcement community who plan to adopt similar policies.

The following results were achieved during the first 11 months since the program's inception:

- All of the monthly verification checks were conducted on schedule.
- The registered sex offenders did not commit any known sex offenses against children or adult victims while being monitored by the SOAP program.
- The number of registered sex offenders living within the City of Port Orange declined 21.7 percent, from 46 to 36 offenders.

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Let's save Lives

www.LetsSaveYoungLives.org

IACP has launched a web site, with funding from Coors and Anheuser Busch, to assist law enforcement in preventing teenage drinking and driving. At this website, you will be able to add your own prevention programs, search for programs that will work in your community, and view a variety of resources designed to assist your agency in preventing teenage drinking and driving, select your favorite programs and place them on a custom calendar to meet your needs. IACP still needs programs to include on the www.LetsSaveYoungLives.org website. We are looking for successful programs as well as programs that did not meet expectations. You may enter the program directly at www.LetsSaveYoungLives.org or forward a description of your program and any materials or documents used in the program to: TeenDrinkingDriving@theiacp.org OR

The International Association of Chiefs of Police
Teen Drinking and Driving Web site
515 North Washington Street
Alexandria, VA 22314

Richard Ashton 800-THE-IACP, ext. 276
or ashtonr@theiacp.org
D. David Paulson 800-THE-IACP, ext. 329
or paulsond@theiacp.org

The National Sex Offender Public Registry (NSOPR), coordinated by the U.S. Department of Justice, is a cooperative effort between the state agencies hosting public sexual offender registries and the federal government. This Web site is a search tool allowing a user to submit a single national query to obtain information about sex offenders through a number of search options:

- By Name
- By ZIP Code
- By County (if provided by state)
- By City/Town (if provided by state)
- By State (one or multiple)
- National

The criteria for searching are limited to what each individual state may provide. Also, because information is hosted by each state and not by the federal government, search results should be verified by the user in the state where the information is posted. Users are advised to log on to pertinent state Web sites for further information and/or guidance, as appropriate.

The NSOPR Web site is provided as a public service by the U.S. Department of Justice (DOJ). Using NSOPR, interested members of the public have access to and may search participating state Web sites public

- Registered sex offenders elected to transfer their place of residency out of the City of Port Orange at an average rate of two offenders per month.
- Only seven registered sex offenders elected to transfer residency into the city of Port Orange.
- One registered sex offender absconded. The Volusia County Sheriff's Office Career Criminal Unit was promptly notified, an arrest warrant was issued, and the absconder was subsequently apprehended.
- Six registered sex offenders were charged with offenses related to violation of their probation status.

This initiative has proven an innovative and efficient approach addressing a significant community concern by enhancing the safety and security of citizens while increasing the cooperation and communication among law enforcement agencies. While every community's needs differ, some aspects of this program may interest other law enforcement agencies with similar experiences.

While the program requires a significant commitment in time and resources, the global approach using all available department resources to facilitate the offender checks makes the concept an effective, manageable project. ♦

information regarding the presence or location of offenders, who, in most cases, have been convicted of sexually violent offenses against adults and children and certain sexual contact and other crimes against victims who are minors. The public can use this Web site to educate themselves about the possible presence of such offenders in their local communities.

Information from the various state Web sites is not hosted by the DOJ, and DOJ has neither responsibility for nor control over the information available for public

inspection or search from individual state Web sites that are accessible through the NSOPR Web site. DOJ does not guarantee the accuracy, completeness, or timeliness of the information contained in state Web sites regarding specific offenders or with respect to the omission of information about other offenders who may be residing, working, or attending school in the vicinity of any location that is the subject of any search using this Web site.

For more information visit the NSOPR web site at: <http://www.nsopr.gov>

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Excessive force in arrests to cost city \$300,000 in lawsuit
Twelve people who took part in anti-war marches claimed police used excessive force and are now set to receive \$300,000 from the city.

\$7.5 Million Paid in Two Police Lawsuits
Two of the largest amounts paid during this period followed verdicts in June 1994, one coming to \$6.5 million and another verdict \$1 million.

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The CompStat Process: Managing Performance on the Pathway to Leadership

By Daniel DeLorenzi, Deputy Chief of Police (Retired), Newark, New Jersey; Jon M. Shane, Research and Law Enforcement Management Consultant, Newark, New Jersey; and Karen L. Amendola, Ph.D., Chief Operating Officer, Division of Research, Evaluation, and Professional Services, Police Foundation, Washington, D.C.

CompStat is a "strategic control system" designed for the collection and feedback of information on crime and related quality of life issues.¹ The CompStat process can be summarized in one simple statement: "Collect, analyze, and map crime data and other essential police performance measures on a regular basis, and hold police managers accountable for their performance as measured by these data."² This statement reflects the paradigm of modern policing: accountability at all levels of a police agency. Since the CompStat process was introduced by the New York City Police Department in 1994,³ it has been widely adopted⁴ and

is partly responsible for contributing to significant improvements in the way many organizations control crime and conduct daily business. The process has recently been described as an "emerging police managerial paradigm"⁵ or "a new paradigm revolutionizing law enforcement management and practice"⁶ while others have called it "perhaps the single most important organizational/administrative innovation in policing during the latter half of the 20th century."⁷

It is undeniable that the core management theories of CompStat, "directing and controlling," have been demonstrated to be effective means for controlling crime. But the CompStat process also has an inherent opportunity for developing leaders and improving the leadership process. According to D. V. Day, leader development concentrates on developing, maintaining, or enhancing individual attributes like knowledge, skills, and abilities (KSAs).⁸ But Day distinguishes between leader development and leadership development, emphasizing that leadership development focuses on

It takes effort to develop and refine the skills necessary to become a well-respected leader. Fortunately, leadership is learned behavior and new leaders can be developed through properly designed leadership experiences.

the nature of the leader-follower relationship and not just the KSAs of the leader. In this model, the most important leader ability is interpersonal competence in fostering a spirit of cooperation in problem solving and embracing, creating, and implementing change. The leadership aspect of the CompStat process must instill in people a sense of willingness to accomplish the goals of the organization using initiative and innovation. "The chief executive should create a thirst for leadership in an environment in which all officers feel they can attain and exercise leadership capacities, not simply attain hierarchical leadership posts," as an IACP report on leadership put it. "This includes imparting leadership knowledge and understanding of the organizational culture."⁹

In a recent national survey, 58 percent of large agencies (those with 100 or more sworn officers) had either adopted or were planning to implement a CompStat-like program.¹⁰ As the proliferation of CompStat continues, the model is becoming firmly entrenched in modern police curricula and will clearly be embraced by future police leaders. By adding the management concepts outlined in this article to an agency's CompStat model, police executives can create the leaders that law enforcement agencies (and communities) so desire.

Because CompStat has been so widely diffused over the last decade, there is ample opportunity to see it in practice in agencies small, medium, and large. The benefit of such a diverse body of users is the opportunity to review and improve upon the core elements of the original model. One such needed improvement is the adoption of progressive law enforcement leadership principles, as many organizations have failed to capitalize on the opportunity for developing better leaders.

This article addresses the role of performance feedback in developing leaders and enhancing leadership through the CompStat process during the pre-CompStat meeting and the CompStat meeting protocol. Using the CompStat process in this way can serve to develop better leaders whose skills and interpersonal competence are forged through an organizational process that is cooperative and supportive. Using the CompStat process to develop leaders and promote positive leadership is likely to create a culture in which creative and cooperative problem solving are paramount, and organizational change can be successfully implemented in order to enhance public services.

Enhancing Leadership

John W. Gardner, a foremost authority on leadership, asked the complex question: "Why do we not have better leaders?"¹¹ The answer is equally complex, but it is helpful to remember that leadership is merely one of the factors that determine an agency's

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Miami Police Department CompStat meeting at the 2005 Annual IACP Conference, Miami Beach, Florida. Photograph by David Hathcox.

success: "The accomplishment of group purpose . . . is furthered not only by effective leaders but also by innovators, entrepreneurs, and thinkers; by the availability of resources; by questions of morale and social cohesion."¹² The CompStat process is the quintessential forum for turning ideas into actions and developing better leaders who can help an agency facilitate the accomplishment of group purpose.

Law enforcement agencies are complex bureaucracies that need strong leaders to survive. The report of the IACP President's Leadership Conference on Police Leadership in the 21st Century makes the following observation: "Command and supervisory staff are two groups that successful executives must be sensitive to. They serve as a critical link to the rank and file for a chief executive's vision, goals, and objectives and their beliefs should never be taken for granted."¹³ In this regard, "most leadership today is an attempt to accomplish purposes through (or in spite of) large, intricate organized systems. There is no possibility that centralized authority can call all the shots in such systems, whether the system is a corporation or a nation. Individuals in all segments and at all levels must be prepared to exercise leader-like initiative and responsibility, using their local knowledge to solve problems at their level. Vitality at middle and lower levels of leadership can produce greater vitality in the higher levels of leadership."¹⁴

The Pathway to Leadership Development

Feedback is an essential mechanism for developing the capacity of field personnel to improve, generate innovative solutions to problems, accept responsibility, and develop into high-quality leaders.

Feedback is essential to enhancing learning, motivation, and performance as well as directing future behavior.¹⁵ Whether or not feedback is successful depends on both the content and process by which it is delivered.¹⁶ According to experts, many people "come to feedback meetings with strong feelings of anxiety, fear, and hope, [and thus] it is necessary to manage the feedback process so that constructive discussion and problem solving occur."¹⁷ Because policing is usually described as a quasi-military model, many current leaders rely on outmoded tradition and failed logic to gain compliance.¹⁸ For example, they may use demeaning, deprecating, or other offensive language and raise their voices in a way that belittles subordinates. Those who adhere to the principle of "if it was good enough for me, it should be good enough for my subordinates"¹⁹ may miss out on the opportunity to develop competent leaders who will take greater initiative and more effectively solve problems.

Public CompStat meetings are a time to exercise command presence and establish accountability. Yet many agencies have interpreted the CompStat method as one in which criticism of personnel in front of an audience of colleagues, subordinates, other government agencies, or invited guests from the community is necessary to emphasize a point or influence someone's perspective. Some argue this is a necessity because the insular, perhaps recalcitrant culture of policing is highly resistant to change. Therefore publicly chastising those who lack the leadership KSAs or initiative or actively resist change, for whatever reason, can be self-defeating. Better understanding the reasons behind such resistance or lack of initiative could foster improved accountability. Per-

sonal leadership shortcomings and failed leadership training are often the rudimentary cause of such problems and are best dealt with through improved feedback and enhanced personal development. When such behavior stems from lack of KSAs to effectively carry out one's role, then developmental feedback, training, or opportunities for personal development are essential. But sometimes resistance or lack of initiative is due to the manner in which feedback is provided.

Certainly, when negative feedback is provided in public, it can create more problems than it solves. Criticizing or disciplining someone in front of others can cause embarrassment, and the subordinate can come to resent the supervisor. Because law enforcement agencies are seen as paramilitary organizations with strict codes of conduct, individuals may build resentment but resist outwardly manifesting it through anger or other inappropriate behaviors toward superiors as that would be tantamount to insubordination. Instead, the resentment leads to poor work performance or mistreatment of one's subordinates—or worse, mistreatment of the service population. Public criticism promotes employee indifference and, in many cases, creates an adversarial relationship between managers and subordinate personnel.

When the agency's managers (that is, the executive or command staff) adopt a daily autocratic management style that includes public criticism, neither a sense of teamwork nor the spirit of cooperation is fostered. Some of the consequences are a loss of respect and status for rank. In this case supervisors begin to align themselves more closely with line personnel than with management in a show of solidarity. Another problem is that

this style inhibits developing future leaders and undermines the cooperative leadership process. Contemporary leadership theory holds that law enforcement executives should adopt a participative management style, also known as democratic leadership, for daily business, except when emergencies arise.²⁰ A participative CompStat process will help ensure that law enforcement organizations become more responsive, effective, and efficient while developing leaders who are willing to take risks, initiate change, and solve complex problems.

It takes effort to develop and refine the skills necessary to become a well-respected leader. There are few born leaders and even those identified as such use introspection to make adjustments. Fortunately, leadership is learned behavior and new leaders can be developed through properly designed leadership experiences. The channels of communication created through the practices outlined in this article address this issue and set the stage for these experiences: "While training may even be a necessary element of leadership development, developmental experiences are likely to have the greatest impact when they can be linked to or embedded in a person's ongoing work and when they are an integrated set of experiences. Activities like coaching, mentoring, action-learning, and 360-degree feedback are increasingly key elements of leadership development initiatives."²¹

The Pre-CompStat Meeting as a Performance Appraisal

The pre-CompStat meeting is an innovation that has yet to take hold because too many executives fancy the public forum over the private one to appraise subordinates' performance, using CompStat as a modern show trial instead of the progressive management technique it was intended to be.²² The pre-CompStat meeting is designed to strengthen the executive's communication and interpersonal skills, set individual goals, and evaluate individual performance. The pre-CompStat meeting should be viewed as an individual performance interview that can be held whenever a chief executive believes he or she must meet with an individual commander to discuss business.

"A key ingredient for a successful performance appraisal interview is 'ownership,' the psychological concept of participation by the subordinate whereby the subordinate is encouraged to provide input into the process," according to Kikoski and Litterer. "Employees are more satisfied with their appraisal interviews and with their superiors who conduct them when they participate more in the appraisal process, more particularly in the interview itself."²³ The purpose of the pre-CompStat meeting is to address individual shortcomings or someone's resistance, be it tacit or explicit. The ultimate aim is to

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positively influence and motivate that person to improve work-related performance.

The pre-CompStat meeting should be held weekly before the regular CompStat meeting to discuss the previous week's expectations and conduct follow-up. As with any performance interview setting, it should be conducted in private between the chief executive and the individual commander. The chief executive must supply useful feedback to enable individual officers to determine whether progress is occurring organizationally and for the commander themselves. Effective feedback provides the necessary information people need to build on their strengths and to shore up weaknesses. It is a powerful tool for accelerating learning and for developing mastery. Without such feedback, the probability that weaknesses and errors become ingrained through practice and repetition is heightened. The feedback process is critical to leadership development because it helps identify and refine personal skills by developing a subordinate's full potential. Moreover, providing effective feedback is essential for empowering employees to think creatively without constant supervision.

The key to success for any commander at a pre-CompStat meeting is being prepared and exhibiting a willingness and commitment to knowing and understanding the data and the underlying conditions in the command. Once a commander has a grasp of the situation, he or she must then devise effective strategies and tactics, continuously follow up on initiatives, and articulate plans and conditions. Modern law enforcement must develop dynamic and multifaceted crime reduction strategies to address today's intricate and complex social issues.

"Executives must create an organizational environment in which command staff and supervisors work closely with officers to assess situations and to provide guidance for growth," according to the IACP leadership report. "With the obvious exception of egregious errors, most mistakes, if dealt with in a restorative manner, provide excellent learning and growth opportunities for officers."²⁴ "The executive should prioritize creativity by giving latitude for officers to be more creative and to do more on their own, especially to those who share the executive's goals and values, who are well-trained, and who are most highly trusted."²⁵ A properly executed performance interview, including a well documented history of performance management and development, is the most defensible management tool when the need to take adverse employment action against an employee is necessary.

The pre-CompStat meeting is the means for dealing with those who are unwilling or unable to meet the agency's expectations and therefore is the setting where any criticism should take place. If the chief

executive must take adverse employment action, such as negative discipline or transferring an employee out of his or her current assignment, then the pre-CompStat meeting is where this should be done. The chief executive should be well documented and explain to the subordinate why he or she is facing such action. The pre-CompStat meeting is a leadership development effort that must be continuous, not a single conversation, program, or curriculum.

Participative Management and the CompStat Meeting Protocol

The actual CompStat meeting should be a resource-sharing, problem-solving exercise with discussions that are designed to encourage participants to exchange ideas, share details about promising practices, praise subordinates, collectively develop plans, and promote an environment where new leaders can flourish. "Leaders with good interpersonal skills allow those affected to participate in the management process and create a healthy atmosphere, which encourages subordinates to contribute."²⁶ Moreover, CompStat meetings can serve as proving grounds where new leaders get the chance to demonstrate the skills they have been bolstering with the chief executive in the pre-CompStat meetings.

CompStat has qualities that serve as leadership building blocks. In the CompStat process "police executives must view the workforce in entirely different terms, interact in entirely different ways to motivate members to pursue and achieve agency objectives. Collaboration, power sharing, trust, and even humility are replacing the authority of rank."²⁷ Executives must embrace power sharing and decentralized decision making as a motivational tool that leaves those vested with it feeling committed even obligated to provide the best service possible.²⁸

The CompStat process relies heavily on an executive's ability to empower their people and in turn the people's ability to plan, implement, and adapt if necessary to get results. Executives who create an environment where participation is stifled will find themselves in a situation where they must micromanage²⁹ the daily operations of the organization. This situation perpetuates the cycle of poor performance and creates a dependency on micromanagement. Micromanaging an organization with technically and emotionally competent employees can result in the following problems:

- "Information does not flow to the right places.
- Responsiveness to incoming problems and opportunities is slowed drastically.
- Coordination of interdependent tasks suffers.
- Problems are suppressed to the extent that when they finally surface they're

violently explosive.

- Employees become disillusioned and dissatisfied with their jobs. They become victim to the 'care-less' syndrome. Self-interest takes over within the ranks.
- Advancement is curtailed within the department. If others are not encouraged and are then helped to grow into police supervisors and police managers, the promotable pool of qualified talent is woefully curtailed."³⁰

The beginning of a CompStat meeting is the time to deliver public praise and accolades. Insofar as possible, commanders should bring their personnel to CompStat for recognition of outstanding performance. The commander calls the officers before the CompStat group, provides a brief overview of the action that led to the accolade, and commends the officers. This public display of praise strengthens morale and sends the message that individual efforts contribute to the whole.

When commanders gather and use accurate and timely intelligence, devise effective tactics, and relentlessly follow up on tasks, they have an opportunity to showcase and further develop their leadership skills, abilities, competence, and initiative. Therefore, they should be encouraged to strive toward the responsibilities that go along with the command rank and assignment. The CompStat podium should be a place where new and hopeful supervisors and officers aspire to stand someday. The CompStat process, when used effectively for accountability and problem solving, can be a means for developing potential leaders and promoting cooperative and creative leadership. ♦

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³ See also Jon M. Shane, "CompStat Process," *FBI Law Enforcement Bulletin* 72 (April 2004); "CompStat Design," *FBI Law Enforcement Bulletin* 72 (May 2004); and "CompStat Implementation," *FBI Law Enforcement Bulletin* 72 (June 2004).

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⁶ See, for example, V. E. Henry, *The CompStat Paradigm* (New York: Looseleaf Law Publications, 2002), and P. P. McDonald, *Managing Police Operations: Implementing the New York Crime Control Model: CompStat* (Belmont, California: Wadsworth, 2002).



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²⁰ D. J. Schroeder, F. Lombardo, and J. Strollo, *Management and Supervision of Police Personnel* (Binghamton, New York: Gould, 1995), 9; cited in N. F. Iannone, *Supervision of Police Personnel* (Englewood Cliffs, New Jersey: Prentice-Hall, 1987), 34-64.

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²² As it did in Stalin's show trials, the harsh public criticism at the center of some agencies' CompStat meetings produces a culture of employees who may comply out of fear of reprisal but generally will wither, becoming less productive and more recalcitrant, and may sabotage the work product. In effect, the agency is brought into a state of complete submission to the executive's authority, and the result is poor agency performance.

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²⁹ According to Webster's, to micromanage is "to manage with great or excessive control or attention to details." A more flexible definition may be the unnecessary interference by agency executives in the delegated responsibilities of various subordinate commanders, managers, and professional staff.

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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.

Abraham E. Grudin, Chairman (ret.), Commission for Safe Driving, Little Silver, NJ; Clifton, CO

Dana L. Hummer, Chief of Police (ret.), Topeka, KS (life member)

Wilbur C. Miller, Colonel (ret.), Baltimore, MD, Police Department; Murdock, FL (life member)

William M. Moss, Chief of Police (ret.), Cedartown, GA (life member)

David H. Smith, Major (ret.) Washington State Patrol; Portland, OR (life member)

Raymond L. Sparks, Deputy Director (ret.), Nevada Department of Public Safety, Carson City, NV; Dept of Criminal Justice, California State University, Bakersfield, CA

Robert H. Wheeler, Superintendent of Police (ret.), Chessie System, Sun City Center, FL (life member)

Paul H. Wright, Innovation Scientist, Poway, CA

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

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

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MONDAY, NOVEMBER 6, 2006
TUESDAY, NOVEMBER 7, 2006
9:00 A.M. - 5:00 P.M.



Editor's Note: TASER® is a registered trademark by TASER International, which was founded in 1993 and has its corporate headquarters and manufacturing facility in Scottsdale, Arizona. Taser has achieved in law enforcement circles what Kleenex and Xerox achieved in society at large: it has become the generic descriptor for an entire type of product.

The principles of electro-muscular disruption technology were developed by Jack Cover, a National Aeronautics and Space Administration (NASA) scientist experimenting with electricity as a nondeadly weapon in the 1960s. Cover spent several years perfecting this device. Inspired by a futuristic weapon used by Tom Swift, the hero of Victor Appleton's popular adventure stories from the early 1900s, Cover named his invention the "Taser," an acronym for "Thomas A. Swift's electric rifle."

TASER International is not the only manufacturer of electronic control weapons, whose operational concepts are generally standard and easily adapted to similar devices. However, although devices may be similar in design, function, and appearance, the individual manufacturer's guidelines may differ and should be followed for particular devices.

See the IACP National Law Enforcement Policy Center, "Electronic Control Weapons: Concepts and Issues Paper" (Alexandria, Va.: December 2004); Means, Randy and Eric Edwards, "Chief's Counsel: Electronic Control Weapons—Liability Issues," The Police Chief 72 (February 2005): 10-11; International Association of Chiefs of Police, Electro-Muscular Disruption Technology, (Alexandria, Va.:) <http://www.theiacp.org/research/CuttingEdge/EMDT-9Steps.pdf>, July 12, 2006.

By Chief Anthony W. Batts and Sergeant Susanne Steiner, Long Beach Police Department, California, and Data Collection and Analysis by Lieutenant John Lembi, Long Beach Police Department, California

Background

In early 2002, officers from the Long Beach Police Department's (LBPD) south patrol division were dispatched to a busy downtown area street regarding a woman armed with a knife. During this confrontation, she refused to drop her knife and continued to advance toward officers. Using the less-lethal weaponry available at the time, officers shot at her with four beanbag rounds from a less-lethal shotgun, all of which failed to disarm her. The incident ended shortly thereafter with an officer-involved shooting that resulted in the woman's death. The woman's death created a divide within a segment of the Long Beach community, which asked the police department to address their concerns.

In the subsequent search for additional less-lethal weaponry options, Chief Anthony W. Batts was searching for innovative tools that would not only decrease injuries to both officers and suspects, but would also help limit the liability and damage claims filed against the department.

Chief Batts contacted Deputy Chief Frank G. Fernandez, a colleague with the City of Miami,

Florida, Police Department, who was able to refer him to Miami's recent success with less-lethal technology. In late 2002, the LBPD training division began testing TASER International's M26 TASER for limited use in the field. Since 2003, when the LBPD widely adopted the Taser, Long Beach has recorded a marked decrease in use-of-force-related officer injuries as well as a drop in liability claims filed against the department.

Long Beach, as any other police department will need to do, had to consider several factors before authorizing the use of the electro-muscular disruption technology¹ as an alternative use-of-force weapon. Departments deploying this technology will need to consider factors including officer and suspect safety, community acceptance, policy, training, liability, and cost. LBPD's lessons learned may help other departments facing this same challenge.



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Deployment

Original Taser deployment in 2002 was limited. At first, the Taser was assigned to field sergeants' patrol vehicles, SWAT personnel, and the advanced officer training instructors. Its use proved so valuable that additional Taser units were purchased and distributed for further testing in the patrol arena. Select officers were assigned the Taser as a personal weapon so they did not have to wait for a patrol sergeant to arrive on scene.

In 2003, the department purchased the X26 TASER, which was not only smaller, but also more effective due to adjusted wattage and pulse capabilities. The department upgraded its entire cache to the newer model and distributed the Taser to as many officers as there were weapons available.

As of 2006, approximately 900 Tasers are issued throughout the patrol bureau, gang enforcement section, detective bureau, motor division, and SWAT. To preserve the Taser's field availability, the training division maintains a small surplus to temporarily replace those units that need repair. The manufacturer trained and qualified training division personnel in routine weapon maintenance, part replacement, and general repairs so the units can be refurbished on site. Additional digital power magazines (batteries)

and dart cartridges are also maintained to ensure weapon availability.

Policy Considerations

The Taser is considered a less-lethal weapon, and its deployment falls within the department's use-of-force paradigm. Officers are authorized to deploy the weapon when suspects have made credible threats to harm themselves, others, or officers. Other authorized uses include defending against aggressive actions by a suspect, in riot or unlawful assemblies, during incidents of active resistance, or when it may be necessary to subdue an attacking animal.

Unless reasonable alternatives would pose a greater safety risk to the subject and/or the officer, officers will not use the Taser against handcuffed prisoners, pregnant females, pre-teen children, the elderly, or the physically disabled. Because the Taser is designed to temporarily incapacitate by making the muscle tissue uncontrollably contract, officers are encouraged to target major muscle groups such as the back or legs, avoiding the head and neck.

Each successful Taser deployment, whether a dart or direct contact stun, requires a medical evaluation by emergency room personnel before booking the suspect. In addition to ensuring the suspect receives mandatory medical treatment, the officer who deployed the Taser must

complete a use-of-force report. The field supervisor also files a summary report and notifies necessary officials. Once written, the reports are reviewed by several different command levels, including internal affairs, to ensure officers' policies and training needs remain current, practical, and met.


If the review process reveals issues of concern, department-wide training is instituted to ensure officers are well informed and proficient with the changes and/or clarifications. Debatable deployments are reviewed so that policy changes, retraining, or disciplinary concerns are quickly and consistently addressed if necessary.

Training

Currently, the department has two expert lead instructors as well as several other qualified co-instructors. Each officer undergoes 10 hours of hands-on training when issued the weapon for field use. Re-certification occurs every year, at which time the Tasers are cleaned, tested, and downloaded to ensure the time-stamping mechanism and deployment records are accurate.² Officer training and re-certification include simulated scenarios as well as written exam questions at the end of each class.

Benefits

Since the department-wide Taser distribution took place in 2003, the Taser has



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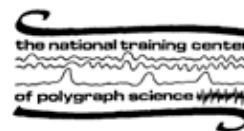
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Electro-Muscular Disruption Technology: A Nine-Step Strategy for Effective Deployment

The International Association of Chiefs of Police, supported by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice and in collaboration with the Montgomery County, Maryland, Police Department, developed an executive brief to inform law enforcement leadership on the deployment challenges surrounding the EMDT technology.

This executive brief offers a step-by-step guide to aid law enforcement agencies in selecting, acquiring and using EMDT. The brief focuses on managing the technology to help leaders develop policies, procedures, and training curricula that are responsive and relevant to the needs of their departments and communities.

To obtain a copy of the executive brief, contact the International Association of Chiefs of Police, 515 N. Washington Street, Alexandria, VA 22314; 800-THE IACP; or visit the IACP web site at <http://www.theiacp.org/research/CuttingEdge/EMDT9Steps.pdf>

become the most frequently used tool when compared to arrest control techniques and other impact weapons. Using data from June 2003 through June 2005, the other use-of-force options experienced a decline in usage ranging from 27 percent to 63 percent. The impact batons accounted for the smallest drop, while the largest reduction occurred

with pepper spray. Because officers would not deploy a Taser against a suspect armed with a gun, there was no change in the officer-involved shooting category.

In spite of a 2 percent increase in arrests and an 8 percent increase in overall uses of force during the same time period, arrest-related officer injuries decreased 25 percent. The significant drop in officer injuries, however, did not carry over to the suspects, whose injuries actually rose 10 percent. The data revealed that the officers inconsistently reported "redness" as an injury rather than a non-injury, which potentially skewed the numbers.

Of the 284 instances where the Taser was deployed between June 2004 and June 2005, only three cases involved serious injuries, while 19 involved moderate injuries. In all three cases involving serious injuries, the injuries were caused by something other than the Taser, and none of the injuries led to death. In most of the 19 cases where moderate injuries were incurred, the injuries were also caused by something other than the Taser. Injuries attributed to the Taser included abrasions and lacerations routinely caused by the fall to the ground after the subject loses muscle control. Due in part to the constant review of policies and procedures, there have been no deaths associated with the use of the Taser.

Effectiveness

Of the 284 Taser deployments, 219 were dart cartridge discharges while 65 were direct skin or clothing contact "drive stuns." 221 incidents were effective (78 percent), and the suspect was taken into custody without further incident. The 63 ineffective deployments related to the distance at which the Taser was fired, thick or impenetrable clothing worn by the suspect, or both darts not striking the suspect for the connectivity of the charge, and other similar factors.

Because the Taser is less invasive than other force options—such as the impact baton or carotid restraint hold—the department anticipated fewer damage claims against the department and internal affairs complaints. This is, in fact, the case. Liability claims filed against the police department fell 33 percent, while internal affairs complaints dropped 9 percent.

Although difficult to quantify, anecdotal reports indicate officers' morale improved with the Taser distribution. Good officer tactics dictate distance as a critical safety factor. Generally speaking, many officers and combative subjects incur injuries when the distance is eliminated and the officer is forced to go hands on with the aggressive subject.

The Taser essentially creates a 21-foot safety zone for the officer in which to gain

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the subject's compliance. Officers immediately acknowledged the Taser's usefulness and recognized the benefit to themselves, the subjects they touch, and the community members who may witness the altercation.

Recommendations

More and more police departments will probably undertake deploying some form of electronic control weapon. Reflecting on the LBPDP's experience, any department considering deploying this technology should consider the following:

- Create a searchable, computerized database to compare, cross-reference, and analyze Taser deployments within the scope of all use-of-force options. Include the following categories
- Type of deployment (dart cartridge discharge or direct contact stun)
- Each deployment's effectiveness
- Injuries to both officers and subjects caused specifically by Taser use
- How often the Taser is the only response to a combative subject versus how many times it is used in conjunction with other use-of-force options
- Number of cycles used for each deployment
- What effect Taser deployment has

had on excessive force complaints and liability claims filed against the department

- When writing a deployment policy, clarify who the Taser should and should not be used against, in order to help avoid the potential for death or serious injury to subjects incapable of withstanding the stun
 - Discuss the type of clothing the subject is wearing to ensure the pulse of the darts can penetrate the garments
 - Perform a daily spark test (with the dart cartridge removed) to keep the digital power magazine sufficiently charged for immediate field use. The spark test will also alert officers about any maintenance issues
 - Because the Taser may be used more frequently than other use-of-force options, conduct periodic refresher training for the force options used less frequently
 - Educate officers on the civilian Taser model (X26c) and its stun capabilities. Although the civilian model's wattage is less than the law enforcement model's, the stun cycle's timing increases from five to 30 second
- The LBPDP's Taser success has allowed the department to enhance professional

service to Long Beach residents while giving officers better options for solving problems, preventing injuries, and ensuring safety. Because the community and media focus on law enforcement tactics and liability, the Long Beach Police Department will continue to search for innovative ways to positively impact our community. ♦

¹ Electro-muscular disruption technology (EMDT) uses pulses of electricity to incapacitate suspects. The weapons are designed to deliver up to a 50,000 volt charge with low power and can incapacitate at a distance. Two metal probes connected by thin insulated wires are propelled by either gunpowder or nitrogen gas into the targeted suspect. Once the connection is made, electrical pulses are conducted through the wires for a number of seconds. The electric pulse delivered by EMDT incapacitates suspects by causing the muscles to contract, resulting in the loss of body control. International Association of Chiefs of Police, *Electro-Muscular Disruption Technology*, (Alexandria, Va.): 6 <http://www.theiacp.org/research/CuttingEdge/EMDT9Steps.pdf>, July 12, 2006.

² According to TASER International, the TASER X26 stores time, date, duration, temperature, and energy cell status of over 1,500 firings. Data accessed through USB into encrypted secure ".x26" file format on Windows® PC (Windows® 2000, XP, or ME). <http://www.taser.com/facts/qa.htm>, July 12, 2006.



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Policewomen: Their First Century and the

By Peter Horne, Ph.D., Professor,
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New Era

Ever since the founding of police departments in the United States in the mid-19th century, policing has been viewed by most people as a traditionally male occupation. Men still are the overwhelming majority of police officers, and this will continue to be so in the immediate future. Women in policing now make up approximately 13-14 percent of all employees, and the women who pioneered this entry into a male-dominated profession faced many obstacles, but also experienced many rewards. Women have brought about changes in policing.

The First Policewoman: 1908 or 1910?

There is some disagreement about who was the first woman to enter a law enforcement agency as a policewoman. By the latter part of the 19th century, numerous jurisdictions employed jail and prison matrons. These women were hired to handle women and children held in correctional facilities and institutions for the insane. By the 1840s, police matrons were a common feature in most big city police departments. While not considered police officers, the appointments were significant because they constitute the first official recognition of the idea that women were necessary for the proper handling of female and juvenile offenders when they were held in custody. Matrons were the forerunners of policewomen. Even though they did not have police powers of arrest, police matrons helped pave the way for female police officers.

In 1893 an appointment to provide for the widow of a police officer was made by the mayor of Chicago. The police payroll carried Mrs. Marie Owens as a "patrolman" for 30 years until her retirement on pension. She visited courts and assisted detectives in cases involving women and children. Such an appointment was common practice around the country when most police departments offered neither pensions nor

The IACP believes it is essential to strengthen the position of women in policing—their number, their professional development, their progress to positions of leadership, and their contribution to public service and safety—and has reported 12 recommendations to the law enforcement community to accomplish this goal.

International Association
of Chiefs of Police,
*Future of Women in Policing:
Mandates for Action*
(November 1998),
www.theiacp.org.

death benefits. Regardless of their specific titles, women appointed to such positions often acted as police matrons.

On April 1, 1908, Lola Baldwin, 48, was sworn in as a "female detective to perform police service" for the city of Portland, Oregon.¹ She appears to be the first woman hired by a U.S. municipality to carry out regular law enforcement duties. A few years earlier, in summer of 1905, Baldwin was hired by the Portland Travelers' Aid Society to organize an effort to keep juveniles and young women safe from "moral pitfalls" as they visited or worked at the Lewis and Clark Exposition (similar to a world's fair). Civic leaders felt that the large number of single lumbermen, miners, and laborers attracted by the exposition could create undesirable influences among Portland's women. To counteract this possibility, Baldwin was put in charge of a force of social workers and given temporary quasi-police powers for the duration of the exposition (June 1 to mid-October, 1905).² Her work to prevent vice was so effective that Lola Baldwin won the support of the mayor, city council, and police chief to make her position with the police department a permanent one. In early 1908 she passed a specialized "female detective" civil service exam and then on April 1, 1908, was hired by the police department to serve as the "Superintendent of the Women's Auxiliary to the Police Department for the Protection of Girls."³ She then began her 14-year career as the nation's first municipally paid policewoman with police powers of arrest.

It should be noted that Lola Baldwin, as well as her various municipal supporters, did not view her role as one that was the same as that of uniformed male police officers of the time. Her duties, like those of other early policewomen, emphasized crime prevention and social work rather than law enforcement. Baldwin never wore a uniform or carried a firearm, rarely flashed her badge, and seldom, if ever, made arrests. Her unit's office was not in the police station but in a local YWCA. In a

1912 magazine article on Baldwin, the author described Portland's first policewoman as a "municipal mother" who could act as a surrogate parent to protect women and girls from the moral dangers and temptations of urban life.⁴

The creation of a gender-specific social-work role for women in policing brought Baldwin into a police department. Two years later, in September 1910, it brought Alice Stebbins Wells to the Los Angeles Police Department (LAPD). By a decree of the Los Angeles City Council, the LAPD appointed Mrs. Alice Wells, a 37-year-old assistant pastor and social worker with two college degrees, to the Juvenile Bureau. The council had unanimously passed an ordinance providing for the employment of "one police officer who shall be a woman."⁵ Her job was to handle all female and juvenile cases and to investigate social conditions that led some women and children to become involved in crime. The appointment of Wells as a policewoman attracted nationwide newspaper comment because she was an educated woman and a social worker, and she had deliberately sought and secured the opportunity to work in a police department.⁶

Before the appearance of Gloria Myers's excellent biography of Lola Baldwin, historians considered Alice Stebbins Wells the first policewoman in the United States, and there remains some disagreement.⁷ Regardless of who came first, both women, Lola Baldwin and Alice Stebbins Wells, made important and original contributions to policing and helped show the way to the many women who followed them into policing.

Policewomen in the 21st Century: Progress, but Slow Growth

It is valuable to know where policewomen are today so that their accomplishments can be appreciated and the obstacles that they still confront are noted. A 2001 survey by the National Center for Women and Policing of the nation's largest municipal, county, and state law enforcement agencies (those with more than 100 officers) found that women make up only 12.7 percent of sworn law enforcement positions.⁸ But this percentage is deceptively high, as only the nation's largest police agencies were surveyed, and these agencies employ the highest percentages of policewomen. The FBI's Uniform Crime Report (UCR), which surveys most of the U.S. police agencies, notes that on October 31, 2003, in more than 14,000 city, county, and state police agencies, only 76,000, or 11.4 percent, of the police officers employed were women.⁹ An analysis of the UCR data showed that most of the police agencies reporting to

the FBI did not employ any policewomen in 2003.¹⁰ As for women's status and rank in the police departments that do employ them, a 2001 survey conducted by the National Center for Women and Policing (NCWP) found that in large police agencies women occupy only 9.6 percent of supervisory positions (sergeants and lieutenants) and just 7.3 percent of top command spots (captains and above).¹¹ Policewomen are still overwhelm-

ingly employed in the lowest tier of sworn law enforcement positions (police officer, deputy sheriff, or trooper).

The major state-level law enforcement agencies (including state police departments, highway patrols, or departments of public safety) lag behind police agencies administered by other levels of government in employing female officers. The 2003 UCR indicates that of more than 57,000 troopers



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nationwide, only 6.7 percent are women.¹² Federal law enforcement agencies employ more women than state and local departments. As of June 2002, federal agencies such as the FBI and the U.S. Secret Service employed about 93,000 full-time personnel authorized to make arrests and carry firearms. Women accounted for 14.8 percent of these employees.¹³ Twenty percent of the FBI's special agents are female.

In June 2000, some 1,400 local and state law enforcement agencies with special jurisdictions or special enforcement responsibilities were operating in the United States. These special jurisdiction law enforcement agencies (including campus, airport, harbor, railroad, and mass transit police) employed more than 43,000 full-time sworn personnel who possessed police arrest powers.¹⁴ But the number of female officers working in these agencies is unknown. Anecdotal evidence seems to indicate that many of these agencies, particularly campus police departments, are relatively female-friendly and that the percentage of female employees in special jurisdiction police departments closely mimics the percentage of women in federal law enforcement—about 15 percent.

There are close to 18,000 law enforcement agencies in the United States at all levels of government, which employ nearly 800,000 full-time law enforcement officers. Since 1971, when the FBI first started tracking a gender breakdown of police officers in the UCR, the annual rate of gain has been less than half of 1 percent per year. Factoring that into the somewhat dated statistics regarding policewomen, we can say there are a little more than 100,000 female police officers in the United States. And they are not just in the lowest ranks anymore. In a comprehensive book, author and former police captain Dorothy Schulz concludes that women make up slightly more than 1 percent (about 200 or so) of this nation's police chiefs and sheriffs.¹⁵ Women serve as police chiefs in several major cities, and women have been sheriffs as well as heads of state police organizations. Two federal law enforcement agencies (the U.S. Drug Enforcement Administration and the U.S. Park Police) have also been led by women. In addition a number of special-jurisdiction law enforcement agencies are currently headed by women or have been in recent years.

Clearly, women in policing have made progress over the years. In 1971 women made up only 1.4 percent of all police officers. Today policewomen account for more than 13 percent of police officers, and

they serve in all types and sizes of police agencies, in all ranks, in all kinds of work assignments, and in all parts of the country. Nevertheless, women remain underrepresented in all ranks in policing and there are still serious obstacles to overcome if policewomen are to move beyond their statistically marginal status.

Promoting Progress for Women in Policing

In 1998, to promote progress of women in policing, the International Association of Chiefs of Police (IACP) created an ad hoc committee on women in policing. The committee, composed of female law enforcement executives throughout the United States, was directed to examine the role of women in policing and to report its findings to the IACP Board of Officers. The study, *The Future of Women in Policing: Mandates for Action*, was published in November 1998. The survey of 800 IACP members revealed or confirmed critical information regarding the status and future of women in policing.

The IACP survey reported results similar to those of the survey conducted by the NCWP: policewomen are both underused and undervalued in law enforcement. While confirming that the number of women in policing is growing and progressing through the ranks, it also revealed the following:

- There are few women in policing, compared to their male counterparts.
- Female officers still face bias from male officers.
- Many departments lack strategies for recruiting women.
- Female officers may face gender discrimination and a so-called "brass ceiling" that inhibits promotion.
- Sexual harassment still occurs in many departments.
- There are few mentoring programs for female officers.¹⁶

Women Make Valuable Contributions to Community Policing

As the 1998 IACP report noted and the current statistics confirm, significant barriers still confront women in policing. Yet, despite the pessimistic views of some regarding the future of policewomen, there is much to be optimistic about during these early years of the 21st century. A number of legal and cultural obstacles to women in policing have been removed. There are signs that things are beginning to improve, and that women considering a career in law enforcement today may not have to experience all the hardships that confronted their predecessors.¹⁷

Community policing was the buzzword in police circles during the 1990s. Many departments around the country became community policing departments or adopted parts of community policing. While police administrators and others have different definitions of the term, community policing is essentially a department-wide philosophy and management approach that promotes community, government, and police partnerships and proactive problem solving to address crime, fear of crime, social and physical disorder, and quality of life. It shifts the focus of police work from handling random calls to solving ongoing community problems.¹⁸

Even in this post-September 11 era, there are a number of indications that community policing will survive in the 21st century, and that it is more than a passing fad. The growing emphasis on community policing demands police officers with problem-solving and communication skills that enable them to interact effectively with all segments of the public. Several researchers have noted that women tend to be effective communicators, and they also are good at solving problems. Hiring policewomen (or more policewomen), retaining them, and promoting them will help police departments succeed in community policing.

Can Policewomen Improve Police Response to Female Victims?

One segment of the community that has received increased attention from the police is female victims of violence. Although the specific numbers vary widely, it is safe to conclude that violence against women (including domestic violence and rape) is a significant problem in the United States. Nationwide, an estimated 2 million women are severely assaulted by male partners each year. Some 1,500 of them die. The police have estimated that more than 40 percent of all calls for police service are in some way related to domestic violence.¹⁹

Domestic violence is probably the most common form of violence today. It is important to note that most violent crimes against women go unreported. In the past, it has been estimated that less than 10 percent of domestic violence incidents were reported to the police. Female victims of domestic violence are sometimes reluctant to call the police because they believe that officers will not help or that the officers will side with the male perpetrator of the violence.

It has been suggested that increasing the number of policewomen handling complaints of domestic violence would dramatically enhance a police department's



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ability to respond effectively to violence against women.²⁰ Studies have shown that female police officers believed more strongly (than male officers) in the need to show sympathy and understanding to successfully handle domestic disputes. A 1985 study portrayed policewomen as being more involved in domestic violence calls and more convinced (than male officers) of the importance of responding to family fights as a crucial police duty.²¹ Increasing the number of women in policing at all ranks and in all operational capacities would improve the handling of domestic violence and sexual assault cases. It would also encourage female victims of violence to report such incidents to the police because they will be more confident that their pleas for help will be treated seriously.

Policewomen Are Less Likely to Use Excessive Force

Regarding violence, it is essential to note that numerous studies have shown that policewomen rely on a policing style that uses less physical force and is less confrontational than that used by many policemen. Policewomen are much less likely to use excessive violence or police brutality while satisfactorily performing their jobs. In the aftermath of the infamous 1991 beating of Rodney King in Los Angeles, the Independent Commission [Christopher Commission] on the Los Angeles Police Department issued a report that included the following: "Female officers utilize a style of policing that minimizes the use of excessive force. Data examined by the Commission indicate that LAPD female officers are involved in use of excessive force at rates substantially below those of male officers."²² It concluded that pervasive gender bias contributed substantially to excessive-force problems on the LAPD.

Police agencies around the country have lost lawsuits often involving large sums of money to settle excessive force suits brought by citizens, yet a number of reports in the past 25 years in the United States and abroad show that the less confrontational approach to policing used by the majority of female officers and some male officers results in more effective law enforcement and less use of force. Police departments can substantially reduce their exposure to excessive force lawsuits if more women are employed as police officers and used in all facets of policing and in all ranks as well.

The Mass Media and Policewomen

The mass media has put a positive spin on the portrayal of policewomen in the last

15 years or so. Today the print media does not run the sensational front-page stories about the first policewoman hired or promoted. Articles about women in policing are more matter-of-fact or routine these days.

Early television serials about female police officers in the 1970s, *Get Christie Love* and *Police Woman*, focused on female undercover and plainclothes officers. But starting with *Cagney and Lacey* in the mid-1980s and continuing with such shows as *Hill Street Blues*, *NYPD Blue*, *Third Watch*, *Law and Order: SVU*, and the various *CSI* shows, female detectives and uniformed officers are portrayed as competent, valuable members of the police force, and other characters treat their presence as unexceptional. The ascendance of women in police dramas is unequivocal and pretty much television-wide. It has occurred in movies as well. The media attention has helped promote favorable attitudes toward female officers among the general public, prospective police candidates, and even police officers themselves.

Changing Attitudes

Attitudes concerning policewomen have changed for the better, and the media has contributed to this. It has been found that there is a growing acceptance by the public for females in the law enforcement role. Especially noteworthy is that most people are no longer skeptical of women's ability to handle violent situations.²³

Today, more than two-thirds of male criminal justice students are supportive of female officers overall and, of course, a good number of these students will be going on to careers in policing where they may well be working with female colleagues.²⁴ It is now not uncommon for male police officers to acknowledge that women make good cops. And a number of larger and midsize police agencies are actively recruiting, employing, and promoting more women.

Policewomen Find Networking and Support in Associations

A number of state, regional, national, and international associations have emerged to give support to female officers and give an organized voice to the interests of policewomen. The oldest national association is the International Association of Women Police (IAWP). This association was formed in 1956 as a continuation of the International Association of Policewomen (IAP), which was founded in 1915 by Alice Wells and others and discontinued during the Depression in 1932. Today it has approximately 3,000 members.

Three other organizations promot-

ing women in policing arose in the 1990s. The National Association of Women Law Enforcement Executives (NAWLEE), started in 1995, has some 400 voting members at the rank of lieutenant or above in their respective departments. The National Center for Women and Policing (NCWP), also organized in 1995, has several hundred members. The NCWP produces and disseminates research on issues relevant to women in law enforcement. A fourth national association for U.S. policewomen, Women in Federal Law Enforcement (WIFLE), was reorganized and renamed as WIFLE in June 1999. It also has several hundred members.

These organizations provide information, guidance, and support to female officers and those considering entering the profession. These four associations have sought to educate police administrators, politicians, the media, and the public about the benefits of increasing the number of women in policing.

Forcing Change

Female candidates and officers continue to file discrimination lawsuits, and they are forcing changes in police agencies. These lawsuits sometimes result in court-ordered consent decrees that require agencies to change their policies. A consent decree is an agreement between parties (instead of a final decision by a judge) that binds a police department to a particular course of action in regard to hiring and promoting women in law enforcement. Female officers have filed gender discrimination and sexual harassment lawsuits as well, and a majority of these have been settled in favor of the complainant (the policewoman).²⁵ But many of the women who file these suits face retaliation and even ostracism from their police departments. In an ideal world these lawsuits would not be necessary, but the women who challenge the system today are forcing change that will ultimately benefit the women (and men) who enter policing tomorrow.

The history of women in policing is nearing the time when there will be no more "firsts." Many police agencies have already experienced the first woman hired, the first woman to be promoted to whatever rank, the first woman on the SWAT team, the first woman commander, and so on. Unfortunately, the first women in these cases have often experienced added scrutiny as they did their jobs. They paid a price for opening up doors for future women to pass through. Some of these female pioneers advanced in policing while others did not survive in their careers. But they

all helped break down barriers in large and small law enforcement agencies at all levels of government.²⁶

It would be very easy for someone to be pessimistic about the future of women in policing. The percentage of policewomen is still relatively small and the rate of increase of policewomen has grown at a snail's pace since 1971. Unfortunately, as the NCWP points out, court-ordered plans still remain necessary to get some police agencies to implement policies to recruit, promote, and retain women.²⁷ Two major barriers still exist in many police departments: sexual harassment and poor maternity leave policies.

The Next Generation

Women have made steady, albeit modest, strides in law enforcement since the 1970s. As of the end of 2002, an estimated 17 percent of recruits who completed police academy training (throughout the nation's police academies) were female.²⁸ Many police agencies have taken action to eliminate or reduce employment barriers and improve working conditions.

The IACP has gone on record stating that it "believes it is essential to strengthen the position of women in policing—their numbers, their professional development, their progress to positions of leadership, and their contribution to the public service and safety."²⁹

It is also noteworthy that Chief Mary Ann Viverette's presidency of the IACP in 2005–2006 is occurring as policewomen close out their first century in U.S. policing. It is interesting that this is occurring while the first generation of women officers in the modern era (started in 1972) is retiring and the second generation is coming on board police agencies. The female baby-boomer officers who were hired by police agencies in the 1970s and early 1980s now have more than 25 years of service and either have retired or will be retiring in the next few years. In case there are still lingering doubts in anyone's mind, the efforts of these women have improved law enforcement and paved the way for even greater contributions by the next generation of women police officers. ♦

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² Dorothy Moses Schulz, *From Social Worker to Crimefighter: Women in United States Municipal Policing* (Westport, Connecticut: Praeger, 1995), 22.

³ Myers, *A Municipal Mother*, 22.

⁴ Myers, *A Municipal Mother*, 23.

⁵ Janis Appier, *Policing Women: The Sexual Politics of Law Enforcement and the LAPD* (Philadelphia: Temple University Press, 1998), 10.

⁶ Peter Horne, *Women in Law Enforcement*, 2nd ed. (Springfield, Illinois: Charles C. Thomas, 1980), 28.

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⁹ Federal Bureau of Investigation, *Crime in the United States, 2003* (Washington, D.C.: U.S. Government Printing Office, 2004), 370.

¹⁰ FBI, telephone communication, January 14, 2005.

¹¹ National Center, *Equality Denied*, 7.

¹² FBI, *Crime in the United States, 2003*, 372–373.

¹³ U.S. Department of Justice, Bureau of Justice Statistics, *Federal Law Enforcement Officers, 2002*, by Brian Reaves and Lynn Bauer, (Washington, D.C.: U.S. Government Printing Office, August 2003), 7.

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²⁰ Women's Advisory Council to the Los Angeles Police Commission, *A Blueprint for Implementing Gender Equity in the Los Angeles Police Department* (Los Angeles: October 1993), 59–60.

²¹ R. Homant and D. Kennedy, "Police Perceptions of Spouse Abuse: A Comparison of Male and Female Officers," *Journal of Criminal Justice*, Vol. 13, No. 1 (1985): 42–43.

²² Independent Commission on the Los Angeles Police Department, "Summary of Report," unpublished manuscript (1991): 3.

²³ J. Dempsey and L. Forst, *An Introduction to Policing*, 3rd ed. (Belmont, California: Thomson Wadsworth, 2005), 331.

²⁴ Dempsey and Forst, *An Introduction to Policing*, 336.

²⁵ IACP, *The Future of Women in Policing*, 13, 16.

²⁶ Harrington and Lonsway, "Current Barriers and Future Promise for Women in Policing," 507–508.

²⁷ National Center for Women and Policing, *Under Scrutiny: The Effect of Consent Decrees on the Representation of Women in Sworn Law Enforcement* (Los Angeles: Spring 2003), 3, 7–8.

²⁸ U.S. Department of Justice, Bureau of Justice Statistics, *State and Local Law Enforcement Training Academies, 2002*, by Matthew Hickman (Washington, D.C.: U.S. Government Printing Office, January 2005), 8.

²⁹ IACP, *The Future of Women in Policing*, ii.



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Excessive *Speed*

By: Earl M. Sweeney, Assistant Commissioner, New Hampshire Department of Safety, Concord, New Hampshire, and Chair, IACP Highway Safety Committee

Causing Upward Trend in Traffic Fatalities

After years of steady decline, the number of traffic-related deaths is increasing. Very soon, the number of traffic-related deaths will reach and exceed the past high numbers, if nothing happens to interfere with this trend.

The past reductions in traffic fatalities were brought about by a number of actions. Reductions occurred because legislatures enacted laws addressing alcohol consumption and driving, and new legislation required the use of vehicle safety belts. Law enforcement's coordinated efforts reduced the number of alcohol-involved crashes and gained a high level of compliance with safety belt laws. Engineering improvements to roadways including rumble strips and better road markings as well as improved highway design, contributed to this reduction. Manufacturers made vehicles safer with seat belts, air bags, ABS brakes, and automatic stability control systems. Advanced emergency medical response became available at the collision scene and in the emergency rooms, saving more lives.

Now, it seems that a speeding "storm" is brewing on the streets and highways, and the deadly forecast seems unavoidable based on recent nationwide statistics. Worldwide, speeding is a contributing factor in about 31% percent of all fatal crashes, which equates to nearly 14,000 lives per year lost in the United States alone.¹ The National Highway Traffic Safety Administration (NHTSA) estimates the economic cost to society for speeding-related crashes is \$40.4 billion a year, \$76,865 per minute, or \$1,281 every second.²

Alcohol-involved crashes are down, but a small group of hardcore drunken drivers and a demographic of young male "20-somethings" abuse alcohol³ and drugs and disdain seat belts. This group continues to account for an inordinate amount of highway deaths, out of all proportion to their numbers in the general population.

Today's hurry-up culture has bred a generation of aggressive drivers leading to the phenomenon of road rage. In addition, the number of sleep-deprived and drowsy drivers is increasing. The plethora of stimuli inside and outside the vehicle—distracting retail signs, MP-3 players, and cell phones, among others—have relegated the driving task to a secondary function, as far as some drivers are concerned. In addition, more elderly drivers are on the road today, with slower reflexes and poorer vision, and some try to compensate for this by driving slower than the rest of the traffic.

Heavier commercial vehicles—big rigs with upwards of 1,000 horsepower under the hood, driven by drivers on increasingly tighter schedules and themselves sleep-deprived—mix with the smaller, lighter passenger cars being purchased in response to high fuel prices. When a heavier vehicle collides with a lighter one, the lighter one invariably loses—physics at work.

Traffic congestion, resulting in speed variability of the traffic stream (the frustrating sequence: stop, go, go faster, then sudden stop again), brings about the collisions from both inattention and anger.

What brings all these ingredients together into a deadly storm is when these situations are combined with the excessive speeds common on the roadways today.

Does Speed Really Kill?

The safety slogan "speed kills" has been stated repeatedly, but today it seems that the driving public does not believe it any more. Yet, many people in a residential neighborhood will name "speeding in my neighborhood" as the number-one community problem.

However, experience shows that when speed radar enforcement is deployed in that neighborhood, frequently the first ticket written is to one of the very neighbors who complained about speeders. And once these citizens leave their neighborhood's confines to venture onto the open road, even those who grasp that speed is a problem in their neighborhood shed all inhibitions and think nothing of exceeding the posted limits.

Years ago, it was difficult to muster public opinion against drunken driving because many felt that "there, but for the grace of God, go I." Nearly everyone fancied himself or herself as a social drinker,

the entertainment media portrayed drunks favorably, and comedians joked about drunk drivers. Not until citizen groups such as MADD mobilized and highlighted the carnage and tragedies caused by drinking and driving did it become socially unacceptable, and drinking-related fatalities began to decrease. Now, it is equally difficult to muster public opinion against speeding.

The driving public has the attitude that everyone speeds from time to time—"social speeders" like the previous generation's "social drinkers." Automobile advertisements and the entertainment media glorify speeding, and comics joke about it. An entire generation of drivers grew up riding with parents who sported radar detectors on the dashboard and regarded speeding as a game of tag.

What causes the disdain for speed limits and failure to recognize speeding dangers?

The 55-mph speed limit, enacted years ago as a fuel-saving measure in response to the oil crisis turned many drivers off to the notion that speed kills. They saw little relationship between highway safety and the artificial limit imposed on roads that were designed for speeds at 75 mph and higher.

The threat of federal sanctions, including withholding federal highway funding for non-enforcement, caused state police and highway patrols to divert scarce human resources from the more dangerous two-lane roads to the statistically safest interstate highways with motorists who "knew" they were traveling at safe speeds.

Some local communities stopped using articulable justification such as collision data and citizen complaints for identifying selected enforcement sites, with the result that people became to believe that communities rely on speeding tickets and fines as a revenue stream to fund essential public services while still keeping taxes low. Motorists traveling in and through those communities fail to see the connection between ticketing and safety.

The new-generation of vehicles accelerate quicker, run more quietly and smoothly, and cruise at higher speeds, giving drivers the impression that they are in a safety bubble where they rule the road and bear no responsibility for other road users' safety.

Most drivers who regularly travel a particular route determine for themselves what

speeds they feel comfortable with under ideal conditions and tend to drive at that speed. That speed may or may not mirror the posted limit. The *New Hampshire Union Leader*, the largest circulation daily newspaper in New Hampshire, recently invited reader responses regarding the reasonableness of the 65-mph limit on the three interstate highways that traverse the state, with the following results from 1,077 responses:

- a majority (42.6%) favored increasing the limit to 75 mph,
- second choice (21.9%) was a 70-mph limit,
- only 5.8% supported the current 65-mph limit, and
- the same amount (5.8%) favored going to an 80mph limit.

Most respondents (63%) said they feel the police are currently enforcing the speed laws fairly and reasonably.⁴

Motorists may feel they are driving at safe speeds based on the roadway's width and condition, but the physics at those speeds exceed the vehicles' safety features and the ability of today's multitasking drivers to maintain the necessary focus and concentration. Drivers also fail to maintain the necessary safety cushion of time and distance that will enable them to react to a sudden emergency.

While once the "85th percentile

speed"—the speed at which 85 percent or more of drivers traversed a particular stretch or road—was considered inherently safe and therefore a reliable guide for setting speed limits, this may no longer be so. Speeds have trended upward dramatically in some locations. Eighty-five percent or more of the drivers on some roads are in fact driving at speeds that, although the vehicle may feel quiet and stable, still exceeds the vehicle's safety equipment's ability to protect the occupants from death or serious bodily injury in the event of a crash.

Those pesky laws of physics are at work again. Many highways that were designed for speeds of 75 mph or higher were also designed for much lighter traffic volumes and much better road maintenance conditions than the reality of today's congested thoroughfares and budget cost-cutting measures.

Needed: An Action Plan

The highway safety community—police, courts, engineering, and public education—needs a new action plan to adjust to this paradigm shift and prevent the ship of safety from steering into this speeding storm. This action plan includes the following elements:

- increasing public perception of the hazards of speeding
- using new paradigms in highway design

- setting self-enforcing and realistic speed limits
- convincing officers on the need to enforce the speed laws
- using metrics to target and evaluate efforts

An action plan needs local implementation, and local chiefs should take the leadership role in addressing the issue.

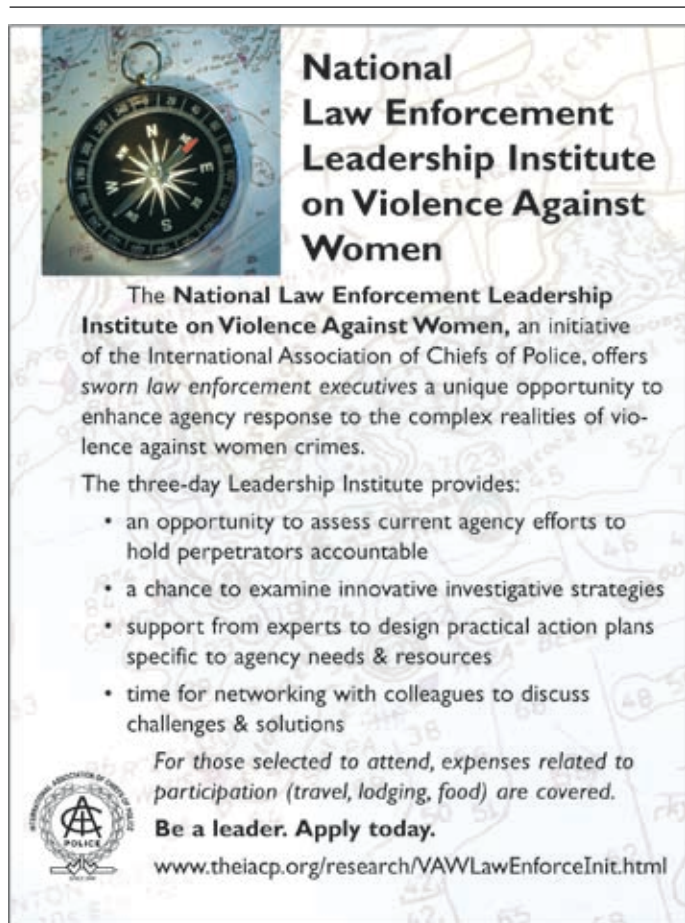
Increasing Public Perception of the Hazards of Speeding

First, communities need to do a better job of creating a perception of the hazard of speeding in the public's mind. That perception needs to be two-fold: the hazard of driving too fast, and the hazard of being stopped and ticketed if speeding.

In addition, speeding needs to be considered as socially unacceptable as drunken driving. Communities need to convince the motoring public that speeding is not cool, and that speed enforcement is not a game but a serious, important police function.

Effective public awareness campaigns on the hazards of speeding should include the following:

- Narrowed field of vision (tunnel vision)
- Less effective safety cushion of maneuvering space
- Reduced ability to safely negotiate curves,



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- Reduced ability to react to other motorists encroaching on their lane of travel, and avoid a collision

Driving is impaired almost exponentially as speed increases beyond a certain point. The faster the vehicle is driven, the greater the kinetic energy that must be dissipated—generally in an impact.

These hazards become magnified if alcohol, drugs, fatigue, or age impairs a driver. According to NHTSA, 40 percent of drivers with a BAC level of 0.08 or greater in fatal crashes in 2004 were speeding, compared with 15 percent of drivers with a zero-BAC level involved in such crashes. Also, 48 percent of speeding drivers between ages 21-24 who were involved in fatal crashes had a BAC of 0.08 or higher.

The same relationship holds true for seat belt use: 67 percent of non-speeding drivers were restrained by seat belts but only 43 percent of speeding drivers involved in fatal crashes in 2004 were so restrained.⁵ Speed is a factor in more than half of the 6,500 fatal and 450,000 personal injury crashes that occur each year in the United States during adverse road conditions. The public must face these facts.

Using New Paradigms in Highway Design

For years, most highway engineers believed that the best way to design roads was to make them as straight, wide, and flat as possible in order to accommodate maximum traffic volumes, minimize congestion, and eliminate view obstructions.

Today, many engineers are re-thinking that strategy. They have realized that perhaps straighter, wider secondary roads and non-interstate routes encourage excessive speeds, and that it may be better to design roads in ways that slow drivers down rather than encourage them to speed. Also, the new paradigm acknowledges that pedestrians and bicyclists contribute to, rather than disrupt, the neighborhoods and communities through which the highway passes. Communities will see more of this context-sensitive highway design in the future.

Setting Self-Enforcing and Realistic Speed Limits

The law enforcement community needs to become more involved in joint enforcement, engineering, education task forces that include re-determining speed limits on many of the roadways. Public hearings and public input should be solicited during the process of periodically re-thinking speed limits on a given stretch of road. Considered in whether to set or validate the speed limit on a given stretch of road should be crash experience, average vehicle speeds, the design speed and features of the road, the mix of local vs. through traffic and heavy vs. light vehicles, traffic volumes, and surrounding hazards.

Once a reasonable limit is set, enforce-

ment strategies and accompanying policies must be put in place and implemented, accompanied by locale-specific public information campaigns.

In places where traffic volumes make traditional enforcement methods at certain hours impossible or impractical, communities should consider camera enforcement. Where camera enforcement is used, law enforcement agencies should control enforcement tolerances, ticketing decisions, and dispute resolution, not vendors, or once again traffic enforcement will be perceived as a revenue-raising measure, not a safety one.

Convincing Officers of the Need to Enforce the Speed Laws

Officers at all levels need to understand that traffic enforcement is an important part of each uniformed officer's mission, and their commitment to traffic enforcement will be a key component in their periodic personnel evaluations. Agencies should establish recognition and rewards for officers who do outstanding traffic work and should participate in national programs such as the annual IACP/NHTSA Law Enforcement Challenge and the Looking Beyond the License Plate program sponsored by the IACP and 3M Corporation.⁶

Officers with proven ability in and commitment to traffic enforcement should be assigned as a field training officers, and promoted to supervisory ranks. Supervisors should insist that officers set an example of safe and courteous driving in their operation of police vehicles, and exceptions should be noted. In-service training events should include presentations from victims and survivors of speed-related traffic crashes to put a human face on the problem.

Using Metrics to Target and Evaluate Efforts

In today's world of limited government resources, working smarter requires using data to target all enforcement efforts. Just as crime mapping is a vital component to reduce street crime, officers should use real-time information as to the location, time of day, day of the week, proximate cause, and seasonal fluctuations in the traffic crash rate to create beat layouts, beat profiles, directed patrol assignments, and topics at shift briefings.

These efforts will fail without current, timely data on crashes, traffic violations, citizen and neighborhood concerns, detours, and potential roadside hazards. Too many officers and even some agencies regard crash reporting as simply doing the insurance company's work for them. This is emphatically not the case. Engineers rely heavily on data from officers' crash reports to target roadway improvements, both short- and long-term. Police supervisors need to match ticketing data with the locations and proximate causes of crashes,

to be sure that enforcement is directed at those locations, times, and types of violations that are resulting in the most crashes. Police managers and supervisors should encourage effective supervisory review of crash reports and seek ways to increase officer appreciation of how important accurate, detailed crash reporting is. Information technology personnel can improve the currency and user-friendliness of crash and ticketing data to facilitate query requests that will identify trends in real time.

Each agency's traffic enforcement program should contain well-designed evaluation components that enable supervisors to properly target scarce resources and ensure that all carry their fair share of the load.

Local Action

The speeding storm is brewing. Crashes and deaths are on the increase, and speed is an increasing factor in whether or not a person will survive a crash. Police know that speed kills, but it seems that the public does not. Since all crashes are local, it is time for each agency to have an action plan that uses engineers, police, and public relations people to increase public perception of the hazards of speeding, encourage the setting of realistic speed limits and intelligent road design, convinces officers of the need to enforce the speed-related laws, and intelligently uses metrics to target efforts. There are lives to be saved, and it is up to us to save them. ♦

¹ Margie Penden, et al. Editor, *World Report on Road Traffic Injury Prevention*, (Geneva, Switzerland: World Health Organization, 2004).

² National Highway Traffic Safety Administration, National Center for Statistics and Analysis, *Traffic Safety Facts 2004* (Washington, DC), <http://www-nrd.nhtsa.dot.gov/pdf/nrd-30/NCSA/TSF2004/809915.pdf>, July 28, 2006.

³ Timothy M. Pickrell, *Traffic Safety Facts: Research Note*, National Highway Traffic Safety Administration, National Center for Statistics and Analysis, (Washington, DC; July 2006), <http://www-nrd.nhtsa.dot.gov/pdf/nrd-30/NCSA/RNotes/2006/810598.pdf>, July, 2006.

⁴ *New Hampshire Union Leader*, June 1 and June 2, 2006, <http://unionleader.com>, July 28, 2006.

Thirteen states currently have a 75-mph interstate limit: AZ, CO, ID, MT, NB, NV, NM, ND, OK, SD, TX, UT, and WY. Eighteen have a 70-mph limit: AL, AK, CA, FL, GA, IN, IA, KS, LA, MI, MN, MS, MD, NC, SC, TN, WA, and WV. Seventeen states—besides New Hampshire—that have a 65-mph limit: AK, CT, DL, IL, KY, ME, MD, MA, NJ, NY, OH, OR, PA, RI, VT, VA, and WI. Hawaii has a 60-mph limit.

⁵ National Highway Traffic Safety Administration, National Center for Statistics and Analysis, *Traffic Safety Facts 2004: Speeding* (Washington, DC) available at <http://www-nrd.nhtsa.dot.gov/pdf/nrd-30/NCSA/TSF2004/809915.pdf>, July 28, 2006.

⁶ For both awards visit <http://www.theiacp.org>; click on awards in the left navigation bar.



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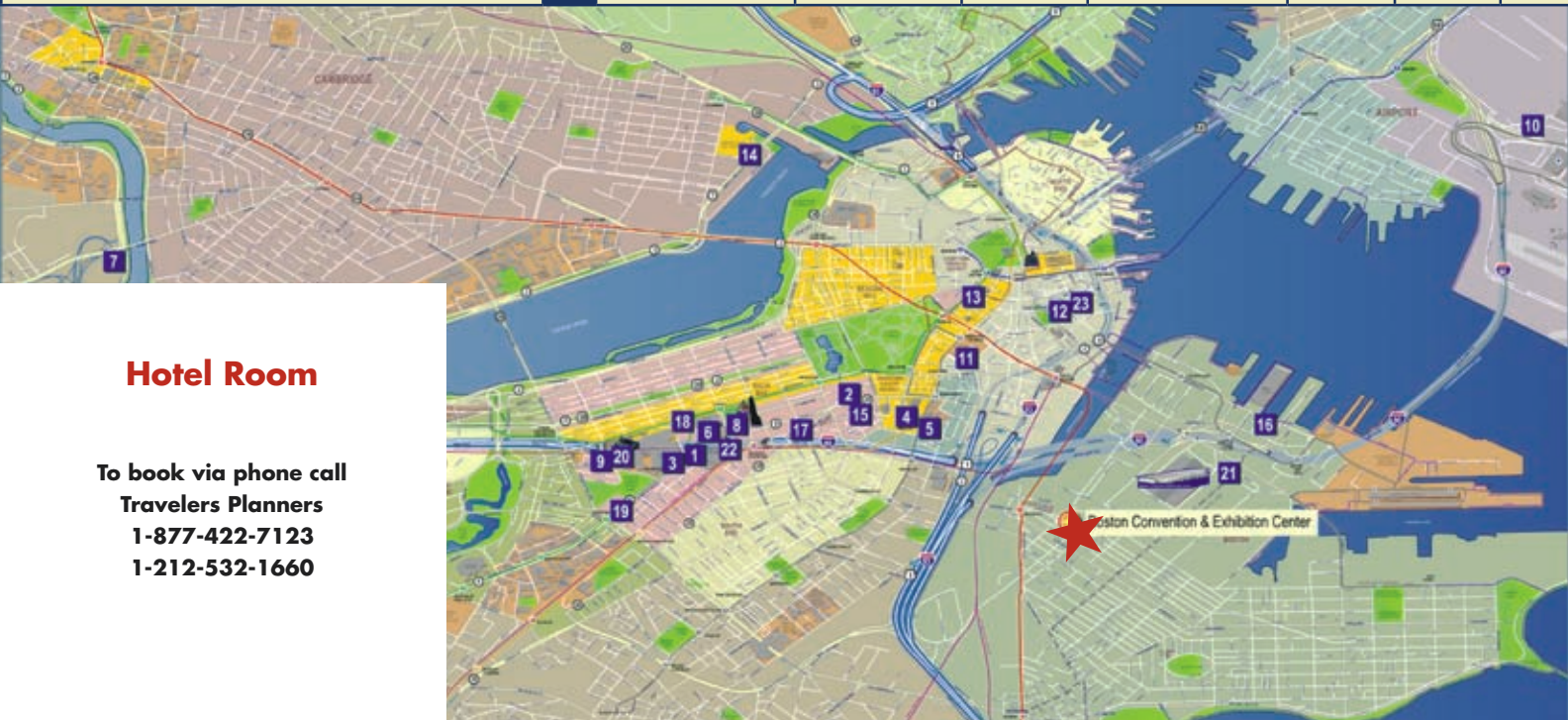
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Time: 2:15 p.m.

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Boston is comprised of many neighborhoods, each with its own architecture and atmosphere. See the major neighborhoods and the historic sites that make Boston such a fascinating place to visit. Time will be allowed for browsing and lunch on your own in Quincy market.

Time: 10:00 a.m. to 2:00 p.m.

Price per person: \$39.00 × # of tickets _____ = _____

Includes: Transportation, guide service, admissions and taxes.

Note: This tour involves a considerable amount of walking on hills and cobblestones. Participants should be aware of these conditions and are advised to wear walking shoes.

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A Tour of Newport And Its Mansions

Newport, Rhode Island, is rich in both history and culture. A town established in the colonial era, made a name for itself during America's Gilded Age, and has become the yachting capital of the world. Included are tours of famous homes and the famed Ocean Drive for a view of the area's estates and gardens that dot this beautiful shoreline.

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Time: 9:00 a.m. to 1:00 p.m.

Price per person: \$92.00 × # of tickets _____ = _____

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Pre-registration Deadline: To guarantee a space, reservations and prepayment must be received by **Monday, September 25, 2006**. All registrations received after this date will be on a space-available basis.

Tour Cancellation: The Best of Boston reserves the right to cancel any tour if the contracted minimum participants pre-registering is not met.

Refunds: All requests for refunds/cancellations must be received prior to **September 25, 2006** and addressed to The Best of Boston, at the address listed above. Refunds for any cancelled tour will be mailed to registrants. We will not cash or charge anyone until three weeks prior to the tour date.

Forms of Payment Accepted: Payment preferred by VISA or Master Card. Other credit cards are not accepted. See above for payment via check.

On-Site Registration: If space is available, tickets may be purchased at The Best of Boston, Ltd. tour desk located at the Conference Registration area. A \$3.00 surcharge will be added to each ticket purchased on-site.

In order to confirm your space on tours selected, please submit your on-line registration by **Monday, September 25, 2006**. If you choose not to use this on-line registration, you may also e-mail or fax registration form with your check payment by **September, 25, 2006**.

For questions: call Best of Boston, Bill Wilson at 781-487-0500 or e-mail: bill@bestboston.com.

OCTOBER 14-18

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113th Annual IACP Conference

113th Annual IACP Conference and Law Enforcement Education and Technology Exposition

5K BENEFIT RUN

Copley Square, Boylston Street

Sunday, October 15

Check-in: 6:00 a.m. Start Time: 8:00 a.m.

Take in the historic path as the annual 5K Benefit Run traces the steps of many prominent founding fathers of United States. Starting at Copley Square and continuing through Boston's Fenway area, you'll get a close-up look at the historic streets and buildings and develop an appreciation of Boston as a seaport steeped in history. You will have the opportunity to finish your run by crossing the historic Boston Marathon Finish Line.

All registered runners will receive a Long Sleeve Shirt, and Finishers' Medal, and a full breakfast.

Name: _____

Address: _____

City: _____ State: _____ Zip: _____

Phone: _____ Fax: _____

E-mail: _____

Law enforcement officer: _____

Agency: _____

Sex: Male Female

Date of birth: _____ Age: _____

Shirt size: M L XL XXL Other: _____

Wheelchair: Yes No

Participant's signature: _____

Parent's signature: _____

(if participant is under 18 years of age)

Advance registration fee \$20.00

Registration fee \$25.00 *(day of race)*

Please make check or money order payable to

Boston Police Runners Club IACP 5K06

Mail Payment and Registration Form to:

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One Schroeder Plaza

Boston, MA 02120

Attention: Police Officer Cecil Jones

Awards

- Top three overall, male and female
- Top three males and females in five-year age groups *(14 and under; 15-19; 60 and over)*
- Top three law enforcement officers
- Top three wheelchair finishers

For additional information, call:
Officer Cecil Jones—(617) 343-5578

113th Annual IACP Conference and Law Enforcement Education and Technology Exposition

REGISTRATION FORM

IACP 2006 BOSTON GOLF OUTING
Benefiting Inner City Youth Programs

Date: **Monday, October 16, 2006**

Locations: **Blue Hill Country Club,**
23 Pecunit Street, Canton, Massachusetts
Spring Valley Country Club,
25 Tiot Street, Sharon, Massachusetts

Shotgun Start: **10:00 a.m.** – Scramble Format
(Registration at courses begins at 8:30 a.m.)

Blue Hill Country Club is a member owned, **private** country club with 27 holes of championship golf. The Challenger Course has fast, sloped greens and narrow fairways. There are no water hazards on this course, but there are many trees that can alter your shots. The Championship Course is beautiful because it features a few hills and many trees. Blue Hill Country Club has hosted the PGA Championship and the Ping/Welch stop on the LPGA tour.

Spring Valley Country Club is a **private** country club and is a long, challenging course that offers fairly open fairways and very fast greens. Water comes into play on two holes. New bunkers were put on holes #1 and #18 during 1994, making play more difficult. The signature hole is #8, a 360-yard, par 4, because of its picturesque view.

Please indicate the following:

I will need to rent golf clubs (\$70.00): Yes No

Left handed or right handed: Left Right

Proper attire (golf shirt, soft spikes, golf shoes, etc.) is required.

Name: _____

Title and Agency: _____

Address: _____

City: _____ State: _____ Zip: _____

Phone: _____ Fax: _____

E-mail: _____

Participant's signature: _____

Sex: Male Female Shirt/Jacket size: _____

Registration Fee: \$150

Fees include Golf Cart, Driving Range, Continental Breakfast, Lunch and Refreshments on the course. Transportation will be provided to and from the golf courses.

Payment by check or money order must accompany your registration form and be received by September 15, 2006.

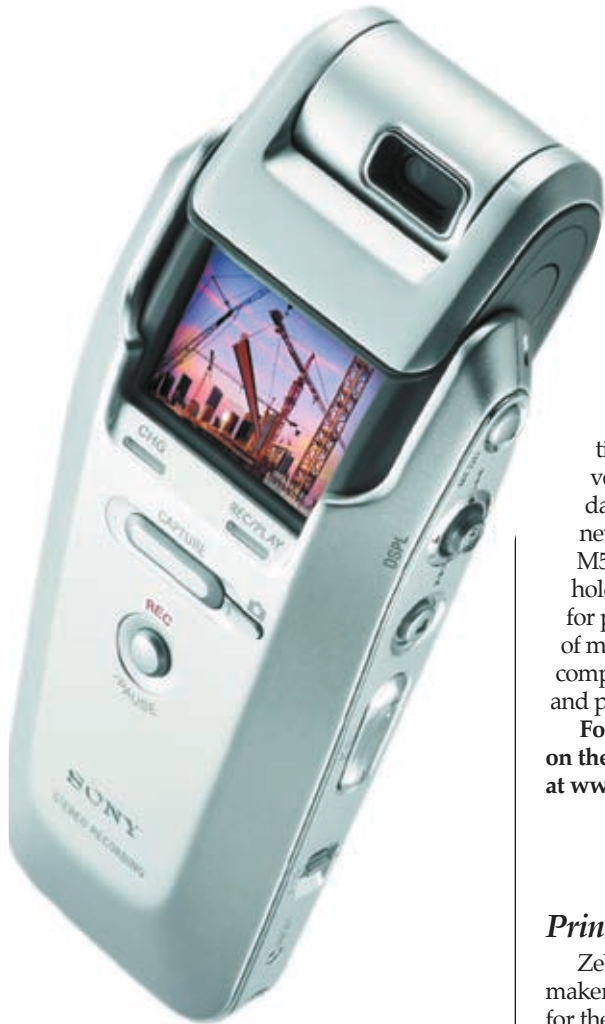
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781-821-5090 kberkowitz@town.canton.ma.us
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617-343-4300 mcinnessm.bpd@ci.boston.ma.us

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Voice recorder

Sony Electronics announces the ICD-CX50 Visual Voice Recorder with a built-in camera and color LCD screen. The 1.2-megapixel CCD camera features a 4X digital zoom designed to get closer to the subject and a 256-megabyte flash memory designed to store up to 4,000 pictures. The LCD screen is designed to display thumbnails, folder names, and other information. The ICD-

CX50 comes equipped with a rechargeable battery and is designed to allow for high-speed file transfer to a PC.

For more information, circle no. 204 on the Reader Response Card, or enter it at www.theiacp.org/freeinfo

In-car computer mount

Signal Measurement Corporation, manufacturer of emergency vehicle radio consoles and mobile data terminal mounts, announces a new mount designed for the Data911 M5 series. This mount is designed to hold the terminal, CPU, and keyboard for police vehicles. The mount is made of mill-run, heavy-gauge metal, and all components are coated in durable enamel and polyurethane.

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

Printer

Zebra Technologies Corporation, maker of on-demand printing solutions for the security industry and other markets, introduces the latest version of the company's ZebraNet Bridge Enterprise for Zebra printers deployed in enterprise-level networks. ZebraNet Bridge Enterprise is now designed to support nine new languages and features a Windows-like graphical user interface, wizard-driven tasks for rapid configuration of the application, and enhancements for mobile wireless printers to support advanced wireless security levels and mobile printer setup.

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

Tactical uniform

Tru-Spec by Atlanco introduces the TRU tactical response uniform designed to meet the requirements of tactical team members. Tru-Spec is offering the TRU in six popular color choices (black, khaki, olive, navy, woodland camouflage, and three-color desert camouflage) and with several coordinated accessory items, including combat caps, matching T-shirts, shoulder conversion kits, and name tape kits. Some of the design improvements available in the TRU are zigzag stitching on the hook and loop of both the sleeve cuffs and the mandarin collar, extra-deep front trouser pockets, double reinforced front trouser pocket openings designed to protect the pocket from wear and tear caused by the clip on pocket knives, and hidden pockets in each side of the trouser cargo pockets.

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



Product update



Monocular

N-Vision Optics introduces the GT-14 tactical multipurpose night vision monocular. The unit is designed for use as a handheld monocular, a head-mounted or helmet-mounted single-eye goggle, or a weapon-mounted night scope. It is engineered to be compatible with weapon-mounted infrared laser aiming and illuminating devices and to be submersible, shockproof, and waterproof. Features include integrated infrared illuminator and automatic brightness control. It weighs less than 11 ounces.

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

PDA case

OtterBox announces the 1910 case for HP 6500 and 6900 personal digital assistants (PDAs).

The case is designed to protect PDA phones from the elements while allowing the owner to use all the functions of the phone, including the camera. The case is designed to be water-resistant.

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

Investigation software

Agnovi Corporation introduces X-Fire, a software application designed to help manage and support investigations. X-Fire features include workload management, collaborative work support, privilege-based access control, registries for entities, events, and evidence, visual analytical tools, support for documents (images, text, audio clips, videos, and so on), search capabilities, system-generated reports, and system-generated intelligence. X-Fire is available in English, French, Spanish, and Chinese and is designed for use in investigations of many types, including criminal, drugs, and terrorism.

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

Ballistics identification system

Forensic Technology announces the Integrated Ballistics Identification System (IBIS) BrassTRAX-3D, a device designed to allow investigators to capture and examine both three-dimensional and two-dimensional images of cartridge cases. The BrassTRAX-3D joins the company's BulletTRAX-3D bullet imaging device to form the IBIS-TRAX 3D line of ballistics identification systems. The IBIS-TRAX 3D line is designed to suggest possible matches between pairs of spent bullets and cartridge cases. The system is also engineered to include three-dimensional image viewing tools, modular flexibility, and more automation than the company's earlier systems.

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





James W. McMahon is New IACP Deputy Executive Director

Dan Rosenblatt, the IACP executive director, reported that during the IACP Executive Committee meeting on August 5, 2006, in Colorado Springs, the executive committee ratified his appointment of James W. McMahon as IACP's deputy executive director and chief of staff.

McMahon has a long record of service to the IACP membership. He has written articles for the *Police Chief* magazine, served as a presenter at the annual IACP conference, and worked on IACP committees. McMahon ascended through the board of officers of the IACP Division of State and Provincial Police and served as the division's general chair from 2000–2002. During his tenure as the S&P chair, he directed the New York State Police's response to the 9-11 terrorist attacks on the World Trade Center Twin Towers in New

York City. He participated in developing the IACP Post 9-11 Policing "Taking Command of New Realities" publication of 2005. He also worked on the first edition of the IACP Highway Safety Committee's Highway Safety Desk Book. McMahon served on the IACP Board of Officers from 2000–2002.

McMahon retired from the New York State Police in August 2003 and was appointed as the director of New York State Office of Homeland Security. In that capacity, he coordinated and enhanced all state efforts to prevent, prepare for, respond to, and recover from acts of terror. He also served as the chair for New York State Disaster Preparedness Commission, which coordinates the efforts of 23 state agencies and one not-for-profit agency relating to all aspects of manmade disaster prevention, response and recovery.

During his 37-year career with the New York State Police, McMahon served as a state trooper, rose through the ranks, and was appointed the eleventh superintendent of the New York State Police in 1994. Until his retirement in 2003, he served in that capacity commanding a full-service department of 5,400 troopers, investigators and civilian support staff.

McMahon and his wife Joan are the parents of a daughter and twin sons and have four grandchildren.

at bell@theiacp.org. To reserve a seat, visit us online at www.theiacp.org/research/RCDSmallPoliceDept.html.

Two additional LPO training opportunities will be held for IACP conference registrants in the Smaller Agency Training Track. Lessons straight from the LPO curriculum on organizational culture and followership will be presented during the conference on Monday, October 16, and Tuesday, October 17.

Project Safe Neighborhoods: Firearms Training

No-cost training is available for law enforcement. The IACP Gun Violence Reduction project, along with the Bureau of Alcohol, Tobacco, Firearms, and Explosives, will present a one-day line officer training on October 12, 2006, from 8:00 a.m. to 4:00 p.m. at the Boston Convention and Exhibition Center.

The goals of this one-day street enforcement training are to increase the margin of safety for police officers and to provide officers with the skills and abilities needed to recover crime guns from the street. This training is based on the ATF firearms trafficking techniques course and includes elements from the IACP Firearms Trafficking Investigation & Interdiction Technical Assistance Program.

The course is provided in support of Project Safe Neighborhoods and emphasizes team building for the purpose of initiating, perfecting, and prosecuting criminal cases involving firearms violence, including, firearm trafficking and diversion investigations. Topics covered in this session include characteristics of armed persons, effective street-level gun enforcement tactics, vehicle stops and searches, firearms identification, firearms trafficking, stolen firearms, and firearms tracing and tools.

To register, please call Amy N. Lightcap in the IACP Research Center at 800-843-4227, extension 829, send a fax to 703-684-5728, or send an e-mail message to lineofficers@theiacp.org.

Pre-IACP Annual Conference Training Opportunity in Boston

Using the resources that the annual IACP conference brings into a region, the IACP organizes many activities for local law enforcement, including preconference training and line officers training during the conference. Included in this year's program are the following programs.

Leadership in Police Organizations: A Smaller Agency Executive Program

The IACP Smaller Police Department Technical Assistance Program, in collaboration with the Center for Police Leadership, is offering a leadership training event for smaller agency executives on October 13, 2006, in Boston, Massachusetts, at

the Boston Marriott Copley Place Hotel.

This one-day course is based on the IACP Leadership in Police Organizations (LPO) curriculum and taught by a team led by one of the authors, Chief Larry Hesser. Learn how to use your knowledge of human behavior and leadership theories to enhance motivation, satisfaction, and performance in the achievement of organizational goals.

Registration for the preconference event is limited and will close October 6, 2006. A fee of \$65 per person includes the full day's training and lunch. For more information, call Laura Bell at 800-THE-IACP, extension 340, or write to her

Free Police Officer Training and Conference Registration

Another benefit the annual conference provides to IACP members is free training and exhibit passes for their officers.

IACP is providing complimentary training programs for police officers. IACP instructors will teach two-hour programs focused on the needs of line personnel in the following subjects.

Sunday, October 15, 2006

10:00 a.m. – 12:00 noon

- Contemporary Issues in SWAT
- Physical and Psychological Aspects of Police-Involved Shootings

Monday, October 16, 2006

10:00 a.m.–12:00 noon

- Challenging Issues Involving Nonlethal Munitions
- The Backbone of the Police Force: First-Line Supervisors

Tuesday, October 17, 2006

10:00 a.m. - 12:00 noon

- Interpersonal Management Program and Communications Training
- Crisis Negotiations

Members are encouraged to have first-line and midlevel supervisors register for a complimentary exhibit hall pass. The pass allows law enforcement personnel entry into the exhibit hall to see firsthand all of the cutting-edge products and services available to law enforcement. This pass is perfect for a chief who wishes to attend workshops and events but needs to have several products examined. Having officers spend quality time studying the products in the exposition allows the chief to network and attend educational programs.

For complete description of these complimentary training sessions for police officers, and for instructor information, please visit www.theiacp.org, click the conference logo, and then select conference program. Line officers can register in advance for the free training and exhibit pass at this site.

2006 IACP Civil Rights Awards

IACP's Civil Rights Committee is proud to announce the Civil Rights Awards for 2006. This year saw an unprecedented increase in the number of submissions. These awards are bestowed upon law enforcement organizations, programs, or persons who demonstrate exemplary performance in the investigation or prevention of civil rights crimes, the enforcement of civil rights statutes, education efforts regarding civil rights issues, and actions or interventions taken to protect civil and human rights. This year's winners:

- Aboriginal Relations Team, Edmonton Police Services, Ontario, Canada
- Arson Task Force, Riverside Police Department, California; Riverside Fire Department; Riverside office of the Bureau of Alcohol, Tobacco, Firearms, and Explosives; and Riverside office of the Federal Bureau of Investigation
- Don't Buy-In Hate/Bias Project, Calgary Police Services, Alberta, Canada
- Hispanic Outreach Program, Durant Police Department, Oklahoma
- Programme Aasara (antitrafficking program), Nalgonda District Police, Government of Andhra, India
- James O. Ingram, special agent in charge (retired), FBI, and William J. Stokes, special agent, FBI, for their efforts in the investigation of the Edgar Ray Killen case, the basis for the movie Mississippi Burning

Award winners and guests will be honored in a special reception hosted by the IACP Civil Rights Committee in Boston during IACP's

annual conference. In addition, award winners will be introduced at the annual banquet on October 18. The civil rights awards are sponsored by V.H. Blackinton & Co. Inc. and Fechheimer Brothers Co.

In addition to the award winners, the Civil Rights Committee recognized the exemplary achievements of several other agencies. The following programs and agencies will receive certificates of special recognition:

- Cultural Community Immersion Program, Austin Police Department, Texas
- Enhancing Minority Community Partnerships and Relationships, Bloomsburg Police Department, Pennsylvania
- No Place for Hate, Lexington Police Department, Massachusetts

For more information about the IACP Civil Rights award, visit www.theiacp.org and click awards.

Environmental Crimes Committee Focuses on International Enforcement, Announces New Initiatives

At its midyear meeting in Burlington, Vermont, the IACP Environmental Crimes Committee explored ways to help international governments work more closely and more effectively to enforce criminal environmental laws. The meeting, held June 6–8, featured several presentations geared toward developing interoperable environmental enforcement practices and synchronizing enforcement efforts.

Special guest speakers included Ken W. Chatel of the Royal Canadian Mounted Police, David Aggett of Environment Canada, Andrew Lauterback and Michael Hubbard of the U.S. Environmental Protection Agency, and William Clement of Norwich University. The EPA sponsored the committee's midyear meeting.

The committee adopted a proposal to offer a workshop on environmental crimes investigation at a future annual IACP conference. Fred Burnside and Barbara Foreman of the EPA's Criminal Investigation Division developed the training proposal and presented it to the committee.

The committee also adopted the criteria for the Dave Cameron Award. Named in memory of the committee's former chairman, the award will be presented to an individual or agency for outstanding achievement in environmental crimes enforcement or education. The committee expects to present the first annual award during the annual IACP conference in Boston.

The meeting adjourned with a special note of appreciation for Michael Richardson of the EPA for more than a decade of leadership and service to the committee.

To share your interest in the committee's work, write to Don Slazinik, committee chair, at don.slazinik@usdoj.gov, or Barbara Foreman, committee recorder, at foreman.barbara@epa.gov.



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.

Patrol Officer Dennis Stepnowski
DeKalb County, Ga., Police Dept.
Date of death: June 29, 2006
Years of service: 12

Deputy Sheriff Charles Aubrey Fisher
Portsmouth, Va., Sheriff's Office
Date of death: July 9, 2006
Years of service: 9

Deputy Sheriff David Stan Piquette
Los Angeles, Calif., Sheriff's Dept.
Date of death: July 7, 2006
Years of service: 10

Officer Nick T. Birco
San Francisco, Calif., Police Dept.
Date of death: July 26, 2006
Years of service: 4

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National Crackdown on Impaired Driving for Labor Day

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

The message this Labor Day weekend is a simple one: Drunk driving. Over the limit. Under arrest.

That's the theme for this year's national law enforcement crackdown to make our streets and highways safer over this holiday period. It's time to join other agencies in your state to take advantage of the national push to get the impaired driver off the road.

National TV and Radio Spots Bolster Local Efforts

The U.S. Department of Transportation's National Highway Traffic Safety Administration (NHTSA) developed a comprehensive campaign to put drivers on notice that if they drive while impaired they will be arrested. Your sobriety checkpoints, saturation patrols, and routine enforcement activities will be boosted by national news stories and paid advertising to help deter those who may choose to drink and drive.

Whether you're watching Jay Leno, NASCAR, or *America's Funniest Home Videos*, chances are you will see an impaired-driving advertisement on television. Radio listeners won't miss the message, either, with spots scheduled to run during programs as varied as *John Boy and Billy*, *The Dan Patrick Show*, and Univision Radio's *El Garaje*. NHTSA plans to spend \$11 million to get the word out.

Local Enforcers Can Use Ready-Made Media Materials

Fill-in-the-blank media materials that you can localize for your jurisdiction are readily available for your use at www.stopimpaireddriving.org. You will find news releases that you can easily adapt with your department's name.

Also available is an op-ed piece that discusses the crackdown and the intended effect of safer streets and highways. There are also fact sheets

on the Web site that you can use to develop a speech for local civic clubs or other community group presentations.

Chiefs: Help Keep Your Officers and Families Safe

Impaired driving is one of the most frequently committed crimes in the United States and one of the deadliest. In the United States, more than 15,000 people died in crashes in 2004 in which a driver or motorcycle operator had a positive blood alcohol level. Of those, nearly 13,000 fatalities occurred in crashes where the driver's BAC was .08 or higher. The toll is too high and the crime is too preventable not to take action.

Professionally, we deal with crashes on a daily basis and see the traumatic injuries that result. But we seldom see the long-term effects of those injuries. We don't see the weeks and sometimes years spent in rehabilitation trying to relearn the use of a limb. We don't live with the effect of an injury that is permanently disfiguring.

When we don't make a real and concerted effort to prevent impaired driving and arrest those who choose to drink and drive, we are putting at risk two groups of highway users that are very important to us: our families and our officers.

Is Your Department Doing All It Can?

If your department could do more to keep impaired drivers off the road, consider taking the following steps to make your community's roadways safer.

Train and motivate your officers. Help your officers understand the role of alcohol involvement in traffic crashes. Make clear that you find the death and injury toll caused by impaired drivers unacceptable. Explain law enforcement's role in preventing those tragedies.

Emphasize enforcement. Stress the importance in your department of the enforcement of impaired driving offenses and the desired result of that enforcement: more impaired driv-

ers detected and arrested. You can express that emphasis with a new round of training on standardized field sobriety tests, a period of focused enforcement activity, or the formation of a special unit. Above all, communicate your intolerance of impaired driving in word and deed.

Publicize the risk of driving while impaired.

Detering impaired driving crashes requires that those who consider getting behind the wheel after drinking perceive a high risk of being detected, arrested, and prosecuted. Increasing the public's perception of risk involves high-visibility enforcement accompanied by effective public information and education.

In a report released earlier this year, Dr. Jack Stuster of Anacapa Sciences explains that a media campaign that publicizes high levels of enforcement "generates the public perception that the risks of detection and arrest have been elevated. If the perceived risk becomes sufficiently high, individuals will choose to refrain from driving motor vehicles after drinking alcohol, according to the general deterrence model."¹

Participate in Nationwide Holiday Crackdowns. Your participation in the Labor Day crackdown and in each of the future special enforcement periods is vital to reducing impaired driving. Much of the publicity will be done for you, and the message will be clear: there are no exceptions, no excuses.

But without highly visible enforcement activity in your community, that message will have limited impact. We have an opportunity to save lives and prevent drunk-driving crashes. For the sake of our families and our officers, please do your part. ♦

¹ U.S. Department of Transportation, National Highway Traffic Safety Administration, *Creating Impaired Driving General Deterrence: Eight Case Studies of Sustained, High-Visibility, Impaired-Driving Enforcement*, DOT HS 809 950, by Jack Stuster (March 2006), www.stopimpaireddriving.org, July 31, 2006.

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