# Police Chief

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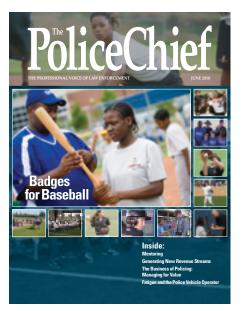
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Summer is the time for America's pastime — baseball. Police departments around the world sponsor youth activities and highlighted in this issue of *Police Chief* is the Badges for Baseball initiative of the Cal Ripken, Sr. Foundation. The IACP governing body recommends Badges for Baseball as one partnership opportunity to reduce crime and build relationships with youth. Past issues of *Police Chief* magazine have highlighted other successful programs such as the Police Athletic League, Law Enforcement Exploring, Junior Police, and other community youth programs. See pages 60–62 for the article discussing Badges for Baseball. Photos by Bill Wood and Carolyn Moffatt, courtesy of the Cal Ripken, Sr. Foundation.

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# PRESIDENT'S MESSAGE

# Chiefs Have a Place to Turn for Training

On my first day as a police chief, I was hit with a troubling realization. Through my years in law enforcement, I had learned what I needed to know to be a good police officer. Unfortunately, I knew nothing about how to be a good police chief.

Suddenly, the daily challenges of my job had shifted, and I found myself confronting an array of personnel, policy, and administrative questions and decisions that I had little to no experience addressing. Thankfully, by seeking out and listening to the wise counsel of experienced chiefs, getting involved with my state association, and taking advantage of the opportunities and resources offered by the IACP, I was able to successfully navigate the multitude of challenges that confronted me on my first day as chief 21 years ago.

The IACP remains committed to ensuring that new chiefs and their more experienced colleagues continue to receive the assistance and resources they need to lead their departments and officers in an effective and efficient fashion. To that end, the IACP continues to offer several tools and resources to aid this effort.

For this reason, the IACP developed the New Police Chief Mentoring Project with support from the Bureau of Justice Assistance, U.S. Department of Justice. The focus of our activities is to provide technical assistance to new police leaders in their first three years of appointment. The time element is essential because experience has demonstrated that the beginning of any newer police chief's administration can be crucial to achieving a successful transition and to building important relationships within the new agency and the community.

Another invaluable resource for police executives is the *Police Chief's Desk Reference* (*PCDR*). The *PCDR* contains a wealth of resources to assist chiefs in their roles as police executives. The *PCDR* also helps executives connect to their state associations though state-specific resource supplements. More than 10,000 copies of the first edition were distributed and the second edition is available on the IACP website at http://www.theiacp.org/PublicationsGuides/Projects/NewPoliceChiefMentoring/PoliceChiefs DeskReferencePCDR/tabid/365/Default.aspx.

For example, just this year the IACP has launched a new program to address the unique challenges confronting rural agencies: the Lead-

ing by Legacy Program. This program provides leadership and management training to executives, command staff, and first-line supervisors specifically from rural law enforcement agencies. The program will also provide on-site training with travel scholarships, distance learning and online networking opportunities, and on-site technical assistance.

Additionally, the IACP Smaller Agency Program provides training and informative resources to the largest group of U.S. law enforcement agencies and IACP members: those serving populations of up to 50,000. The Smaller Agency Program, in partnership with SACOP's Smaller Agency Section, provides training and resources designed by smaller agency executives, including regional training in a variety of executive-level topics, the IACP Annual Conference Training Track, the *Big Ideas for Smaller* newsletter, and a Best Practices Guide series.

I would also encourage all IACP members to take advantage of the IACP's National Law Enforcement Policy Center, founded in



Michael J. Carroll, Chief of Police, West Goshen Township Police Department, West Chester, Pennsylvania

1987. The center has carried out its mission through the development of a wide variety of model law enforcement policies. Each model incorporates the research findings, the input of leading subject experts, and the professional judgment of advisory board members who have combined this information with their extensive practical field and management experience. The end product is some of the best contemporary thinking in the field.

The policies addressed by the center are selected because they represent some of the most difficult issues facing law enforcement administrators. The policy center continues to develop models in other priority areas. I encourage you to review model policy topics and to subscribe to receive the policies on the IACP's website.

Programs such as these reflect IACP's longstanding belief that training is the foundation of officer safety and effective policing. Moreover, proper training impacts not only officers and departments, but also the communities that they serve. The IACP takes great pride in its long history of providing high-quality, cutting-edge training to its members and to the law enforcement community.

In 2008, the IACP's training efforts were reorganized under one comprehensive Center for Police Leadership and Training. The mission of the center is to respond to the needs of the law enforcement community by offering a variety of training options in leadership, management and supervision, tactical response, and administrative and operational procedures.

I encourage you to view the 2010 online training catalog on the IACP's website. The online catalog provides readily accessible, up-to-the minute, interactive training information, including the latest training announcements, interactive information portals, and the ability to access training information worldwide.

As you can see, the IACP is committed to ensuring the success of new and seasoned chiefs alike. We are committed to aiding all law enforcement agencies in establishing effective programs that will develop the next generation of law enforcement leaders. We must always remember that our success as law enforcement leaders will be determined not only by how we manage our departments today, but also by how we have prepared our departments to meet the challenges of tomorrow.

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### LEGISLATIVE ALERT

# IACP Supports Legislation to Curb Terrorist Access to Firearms

# By Meredith Mays Ward, Legislative Representative, IACP

The IACP recently declared its support for H.R. 2159, the Denying Firearms and Explosives to Dangerous Terrorists Act.

Under current law, an individual wishing to purchase a firearm must undergo a background check, having his or her name run through the National Instant Background Check System. Certain individuals—such as those convicted of a felony or those listed on the FBI's Violent Gang List—cannot legally purchase firearms. H.R. 2159 would properly prohibit those who are on the terror watch list from purchasing firearms.

The legislation also gives the Attorney General the discretion to deny any firearms license of an individual who is suspected to be involved in terrorist activity, and, at the same time, it gives guidelines for individuals wanting to challenge a decision by the Attorney General.

The IACP has long advocated for laws that prevent individuals who pose a danger to society or themselves from purchasing firearms and proudly supports H.R. 2159.

## **IACP Supports Gun Show Background Check Act**

The IACP recently announced support for S. 843, the Gun Show Background Check Act.

The Federal Gun Control Act of 1968 stipulates that individuals "engaged in the business" of selling firearms must possess a Federal Firearms License (FFL). Holders of FFLs are required to conduct background checks and maintain a record of all their firearm sales. Certain gun sales and transfers between private individuals, however, are exempt from this requirement.

There are approximately 5,200 traditional gun shows held annually across the United States, with vendors who are Federal Firearms Licensees (FFLs) and non-licensed firearms sellers. Those who would fail a background check can access firearms through these non-licensed sources. Unlike an FFL, the seller is not required to conduct a background check to determine whether the purchaser is prohibited from purchasing and possessing a gun. If all gun sales proceed through an FFL, a single, consistent system for conducting gun sales, including background checks, will be established.

In a letter to Congress, IACP President Michael J. Carroll wrote, "the laws we have in place to ensure gun purchasers go through FFLs are undermined by oversights in the law that allow individuals prohibited from owning firearms to obtain weapons at events such as gun shows without undergoing a background check. The IACP calls on Congress to act swiftly to pass S. 843 to close these loopholes and preserve the effectiveness of the laws in place."

S. 843 is currently being considered in the Senate Committee on the Judiciary.

## **IACP Calls for RISS Funding**

The IACP recently called for sustained funding for the Regional Information Sharing Systems (RISS) at a funding level of a minimum of \$45 million in FY 2011, even though funding is authorized at \$50 million (according to the USA Patriot Act), and program demands indicate a need for \$60 million.

The IACP wholeheartedly endorses the RISS program and is committed to its continuing success. RISS centers are a unique combination of federal, state, local, and tribal cooperation, providing services to law enforcement agencies across the country.

Many IACP members have joined RISS and avail themselves of RISS's service on a regular basis. Any reduction of services will greatly impair members' ability to secure information that is vital to the apprehension of known drug traffickers and other criminals. That is why the

IACP wholeheartedly calls for a sufficient level of funding for RISS.

For more information on the RISS program, please visit http://www.riss.net.

## **House Committee Passes International** Megan's Law

The House Foreign Affairs Committee recently approved H.R. 5138, the International Megan's Law of 2010. The legislation would require convicted sex offenders to report upcoming international travel at least 30 days before leaving the United States, would establish an international network for sex offender travel notification, and would request foreign governments to notify the United States when a known child sex offender is seeking to enter the United States.

According to the legislation, the law is aimed at curbing the growing "sex tourism" industry and prevents sexual predators from harming children outside of the United States. The bill requires sex offenders to register and carries a maximum penalty of up to 10 years in prison. The State Department would also be given the authority to limit passport privileges of those who are deemed "high risk" to commit a sex crime.

The IACP has created numerous information and training tools on human trafficking and sex offender management, and they can be found on the IACP website, http://www.theiacp.org.

For more information on any of the topics discussed here, please contact Meredith Mays Ward, Legislative Representative, at mays@theiacp.org. �







# IACP FOUNDATION

# Police Foundation Success Stories

This is the last in a special series of columns authored by members of the IACP Police Foundations Section. This article examines just a few of the accomplishments enjoyed by police foundations across the United States.

# Washington DC Police Foundation

By Lois Frankel, Executive Director, Washington DC Police Foundation

The end of 2008 was a scary time for fledgling police foundations. Endowed foundations were hit hard, and many businesses, unsure of their own futures, began to reassess discretionary giving. At the same time, the needs of police departments were growing, even as their budgets and personnel shrank.

In response to the scarcity of funds, the Washington DC Police Foundation decided to look beyond what it could provide to the Metropolitan Police Department (MPD) financially and explore a variety of in-kind gifts and services. In 2009, the foundation gave nearly \$300,000 worth of pro bono services from a public relations firm to the MPD to develop a strategic plan for communications. This plan bolstered other efforts to build trust throughout the community so that residents would provide tips and serve as witnesses to assist the agency in closing cases fast. This effort played a part in driving the homicide rate to its lowest level since 1966 and the closure rate up to 76.4 percent.

In addition to the public relations assistance, the Washington DC Police Foundation was able to secure donations of gently used furniture and six donated bank safes for a total donation value of \$168,000. The district stations benefited from the office setups, and MPD staff were delighted that they had additional, secure storage for evidence.

# El Paso, Texas, Police Foundation

By Paul de la Peña-Franceschi, Executive Director, El Paso, Texas, Police Foundation

The El Paso, Texas, Police Foundation worked in cooperation with the El Paso, Texas, Police Department Grants Division to craft a grant request to the U.S. Smokeless Tobacco Company (a division of Altria), a private partner of the foundation. As a result of the successful grant, the foundation received a 2009 Polaris Ranger 6-by-6 all-terrain utility vehicle, valued at \$15,000, to be used by the El Paso Police Department.

The vehicle will be utilized by the Combined Search and Rescue Team (ComSAR) and the Special Operations Section of the El Paso Police Department. The ComSAR Team is a City of El Paso-funded interagency team comprised of 10 police officer/medics and 30 firefighter/medics who supply specialized assistance, paramedic-level medical care, and retrieval to citizens lost, injured, or deceased in remote wilderness settings in or around El Paso.

The team's objective is to protect human life in the safest and most effective and efficient way, and the vehicle will be directly utilized to meet this goal and the growing needs of the El Paso Police Department and the citizens it serves.

# Fairfax County, Virginia, Law Enforcement Foundation

By Lisa Gables, Vice President and Treasurer, Fairfax County, Virginia, Law Enforcement Foundation

In June 2008, Lieutenant Dan Janicky from the Franconia District Station of the Fairfax County, Virginia, Police Department began discussing a community outreach initiative with local businesses. Discussions led to an agreement to create a planned soccer tournament targeted to reach children in at-risk district neighborhoods. The Fairfax County Law Enforcement Foundation became a proud sponsor of this event, along with many other local businesses and county agencies.

The initial goal was to have four teams participate, but, thanks to the efforts of the local Franconia District Community Liaison Officer Lieutenant Janicky and Elmer Arias, a local community organizer, the tournament had 10 teams and more than 100 kids participating.

In this largely Hispanic community, Lieutenant Janicky commented, "We've traditionally had a hard time establishing trust."

These outreach efforts have definitely paid off. United for Sport, as the program is now called, was beneficial for the community as well as the Fairfax County Police Department. As Franconia police officers were able to mingle with the crowd during the tournament, they were able to pass out brochures to parents on issues like gang prevention, childhood obesity, and drug awareness.

The event fostered a trusting relationship between members of law enforcement and the community, creating a more peaceful environment with less crime.

The Fairfax County Law Enforcement Foundation is proud to sponsor programs like United for Sport that lead to better relationships

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Patricia Casstevens, Foundation Director

casstevens@theiacp.org www.theiacpfoundation.org between the Fairfax County Police Department and those it serves.

# Los Angeles, California, Police Foundation

By Karen Wagener, President (Retired), Los Angeles, California, Police Foundation

Los Angeles, California, Police Department (LAPD) Chief William J. Bratton had one legacy project he wanted for the department: to build a memorial to fallen officers on the grounds of the new police administration building. Capital projects are not in the funding guidelines of the Los Angeles Police Foundation, but the board of directors agreed that this project would be important to the department, the city, and the chief.

The project engaged a large, diverse group of people, beginning with a board member obtaining pro bono services from a prominent architectural firm. LAPD senior command staff was involved in the visionary design phase, and after several meetings, the architects submitted a stunning concept of a wall with brass plates, including plates with the names, ranks, and end of watch for the 202 LAPD officers killed in the line of duty.

Even with donated architectural services and some donated construction services from

the contractor of the new police headquarters, the project still required \$750,000. The money was raised from corporate donors and from individuals, many on the foundation's board of directors. Their names are engraved in marble at the foot of the memorial, a timeless recognition of their generosity.

The dedication ceremony of the memorial was very emotional, with many family members and friends of the honored, deceased officers present. White roses were placed by the names of those officers, and visitors still come bearing flowers.

The project was completed on schedule and under budget. Chief Bratton told the foundation that the memorial is a fitting salute to the men and women who gave their lives in service and that it is indeed the tangible legacy he envisioned for his term as chief.

# New York City, New York, Police Foundation

By Pamela D. Delaney, President (Retired), New York City, New York, Police Foundation

The New York City, New York, Police Foundation's "It's Not a Cop, It's a Con" program was designed to tackle the

persistent, misleading, and often threatening telephone solicitations by commercial fund-raising firms on behalf of law enforcement causes—legitimate and otherwise. The program was a cooperative effort of the New York City Police Foundation (NYCPF), the New York State Charities Bureau, the Better Business Bureau, and the New York Police Department (NYPD).

The message was clear: members of the NYPD and its unions never call the public for donations, and calls from anyone representing themselves as an officer or a representative of a union, fraternal organization, unit, or program of the police department is an attempt to scam.

Using billboards, flyers, and public service ad space, the advertisements offer complaint-line information and advice for responding to all telephone solicitations. The intent was to warn the public of the scam but not discourage its generosity to worthy causes.

As the public became more aware of the problem, the complaint lines became more active with noticeable spikes in calls in May (law enforcement month) and November (seasonable giving). Today, the annual fall mailing to donors and potential donors includes the "It's Not a Cop" flyer. This approach continues to deliver the message of the warning against fraudulent fund-raising and also provides a legitimate vehicle for donations to the NYPD. ��

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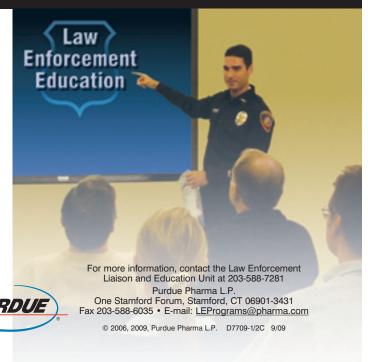
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# CHIEF'S COUNSEL

# The Use of Garbage to Establish Probable Cause for Granting Valid Search Warrants

By Antonio J. Sanchez, MSM, CFS, CLET, Captain, Village of Biscayne Park, Florida, Police Department; and James K. Rubin, Esq., Legal Advisor, Village of Biscayne Park, Florida, Police Department

Law enforcement officers all have received calls about "that house": a house generally associated with multiple reports of suspicious activity, but responding officers never find evidence of anything criminal. Officers have gone by "that house" many times and have discovered nothing to support any suspicions. They yearn to conduct surveillance of the house, but their agency is understaffed in patrol and is busy responding to calls for service.

Sometimes, though, an officer does not need to walk away empty-handed. Sometimes, something can be done—"dumpster diving." What many law enforcement officers may have forgotten is that once trash or garbage is moved from a house and to the street for disposal, it is considered abandoned. Once the garbage is at the street, it is fair game for anyone—even the police—to take it away for inspection.

Surprisingly, most less-than-law-abiding citizens do not give much thought to their garbage and are unaware that they are placing potential incriminating evidence out for collection. There is no legal or practical reason that a "trash pull" cannot be a meaningful method for initiating a narcotics investigation.

Trash pulls are a method for obtaining incriminating evidence that often provides legal grounds to obtain a search warrant of a home. However, as with every aspect of law enforcement, officers need to think and plan before acting. In particular, officers need to understand the law and gather legally sufficient evidence to establish probable cause before attempting to have a search warrant issued. Often, officers are in such a rush to arrest a suspect that immediately after finding marijuana seeds, stems, or cocaine residue in a trash pull, they rush to the courthouse to get a search warrant.

In many instances, though, a single trash pull is insufficient. It is important to remember that to obtain a search warrant, the officer needs probable cause to believe that evidence will be located

inside the residence, and not just that evidence was in the residence in the past.

There is no reasonable expectation of privacy for trash after it has been placed out for pickup.1 It is common knowledge that once garbage bags are left on the side of the road, they are readily accessible to animals, children, scavengers, snoops, and other members of the public.2 It is important to establish that garbage seized by the police was readily accessible to the public. Courts have recently upheld the warrantless seizure of garbage from within the curtilage of a home.3 In this case, the court engaged in a very fact-specific analysis that the garbage left near the garage of Mr. Segura's house and in open view was readily accessible to the public, even though it was within the curtilage of Segura's house. Although the court upheld this seizure, investigators should consult with their department legal advisors or units prior to seizing trash within the curtilage of a home.

### **Establishing Probable Cause**

When applying for a search warrant based on a trash pull, investigators must establish probable cause that two separate elements exist: (1) that a crime has been committed, and (2) that relevant evidence is likely located at the place to be searched. Probable cause is a sufficient reason based upon known facts to believe a crime has been committed or that certain property is connected to a crime.<sup>4</sup>

When judges or magistrates review applications and affidavits for search warrants, they must make practical, commonsense decisions whether, given all the circumstances set forth in the application, there is a fair probability that contraband or evidence of a crime will be found in the target location. If the property owner or occupant challenges a search warrant, the reviewing court must ensure that the magistrate had a substantial basis for concluding that probable cause existed at the time the warrant was issued.<sup>5</sup> The review conducted to determine the validity of probable cause in a search warrant affidavit is limited to the information provided by the officer within the "four corners of the affidavit."

# Evidence of Personal Use or of Distribution?

In order to obtain a warrant to search someone's home, officers must have probable cause that there is a pattern of ongoing drug activity or an honest probability that controlled dangerous substances could be found inside the home. An alert from a K9 can be probable cause for obtaining a warrant.<sup>7</sup>

Depending on the jurisdiction, a single trash pull revealing evidence of drug use may be insufficient to establish probable cause. For example, consider the ruling in Gesell v. State. A detective with the St. Lucie County Sheriff's Office, Fort Pierce, Florida, received an anonymous phone call. The caller advised that there was a high volume of vehicular traffic at the suspect's residence between 4:00 p.m. and 12:00 midnight. Because the visitors only stayed for a short period, the caller suspected that the resident was selling drugs at the house. The detective drove to the house at 2:00 a.m. and picked up a garbage bag from the curb. Inside the bag, he found a small amount of marijuana. As a result, a search warrant was obtained and numerous illegal substances were recovered from the house. The defendant moved to suppress the evidence.

On review, the appellate court ruled that there was insufficient probable cause for the issuance of the search warrant. They held that a one-time trash pull in conjunction with an anonymous tip does not support a reasonable conclusion that additional contraband would be found in the house.<sup>8</sup>

Significantly, the search of Gessell's garbage did not reveal any evidence that indicated drug distribution. The court found a lack of probable cause to issue the search warrant for Gessell's home, finding that there was nothing in the trash to indicate there would be additional contraband within the residence. This case demonstrates the importance of analyzing whether the trash evidence supports narcotics use or distribution. Essentially, a small amount of drug residue in a plastic bag or other small container may indicate personal use that, by itself, is insufficient to show probable cause that additional drugs are contained within the residence.

However, the same Florida court came to a different conclusion when the trash pull produced evidence of drug dealing. <sup>10</sup> In that instance, packaging from a large quantity of cocaine was found in a single trash pull, resulting in a valid search warrant. <sup>11</sup>

### Probable Cause through Corroboration

A one-time trash pull may be sufficient to obtain a search warrant supported by probable

cause, if evidence from the pull is combined with other incriminating evidence.

Before or after finding incriminating evidence in the trash, an officer can set up surveillance on the suspect's home to watch the comings and goings of vehicular traffic and occupants acting in a suspicious manner. The investigator making the observations must be able to articulate the nature of the suspicious behavior. When describing suspicious activity, the investigator must describe a nexus between the activity and the criminal conduct and must cite previous experience with similar activity and its link to criminal conduct.

For example, making mention that a subject is always standing near a location where drugs are believed to be sold is likely insufficient and will perhaps be deemed irrelevant by a judge or magistrate reviewing an affidavit in support of a search warrant. However, specifically describing the actions of that subject under surveillance and explaining the link between the specific activities, establishing that this type of activity is commonly seen at locations where drugs are being sold, are material. Thus, this specific and well-articulated information can be included in the search warrant application to assist in establishing probable cause.

### **Special Risk Factors to Consider**

Taking trash from a curb is one issue. Going inside the premises to arrest suspects is another matter. Law enforcement agencies in various jurisdictions have different policies and procedures governing the manner in which to execute search warrants. In cases in which the premises have already been secured and the investigators are waiting for the warrant to arrive to conduct the search, officers usually reasonably deem that the risk has been managed; thus, it is not a highrisk entry at that point.

However, most investigations present circumstances in which the premises are entered and secured only at the time when the search warrant is executed. For this reason, it is important to note whom the police will encounter upon entering. Prior to applying for a warrant, an investigator should learn who resides at the residence, and how many people may be present. One way to accomplish this is by locating names and identifiers from the trash, running vehicle tags, and checking local property records, along with other investigative techniques. Once the residents and frequent visitors are identified, a criminal history should be run on each individual. In the event any of these people have prior histories of drug involvement, that information should be detailed in the application and affidavit. The inclusion of this information furthers the probable cause for the warrant as it specifically goes to the "totality of the circumstances."12 Additionally, obtaining this information about the people involved at the target location is vital to the planning and execution of the search warrant.

The most important goal of every police operation is to ensure, to the extent possible, the safety of the officers involved and to protect innocent people from being hurt. Many jurisdic-

tions throughout the United States have adopted the practice of executing search warrants with a SWAT team only. Many other jurisdictions, however, do not use SWAT teams to execute search warrants. Such a practice can have a potentially dangerous outcome.

Some jurisdictions use SWAT teams for search warrants only when certain risks are present. Intelligence gathered through the course of a good investigation may provide the basis for command staff to determine whether a search warrant should be executed by a SWAT team or a team of investigators without equivalent training or equipment.

The intelligence should detail the criminal history; the probability of suspects being armed; previous arrests for violent crime and weapons violations; and other risk factors that, if present, clearly establish that use of SWAT teams is the most prudent way to go.

When possible, officers using trash pulls to obtain probable cause for the issuance of a search warrant should either conduct multiple pulls or should use other investigative techniques to obtain evidence that corroborates what was discovered in a trash pull. When inspecting the trash obtained, investigators should use critical thinking and analysis in a search for evidence, taking care not to disregard garbage that may actually be evidence of a crime. This practice ensures that trash pulls are constitutional, effective, and viable crime-fighting tools.

### Notes:

<sup>1</sup>California v. Greenwood, 486 U.S. 35 (1988).

<sup>3</sup>United States v. Segura-Baltazar, 448 F.3d 1281 (11th Cir. 2006).

<sup>4</sup>Coolidge v. New Hampshire, 403 U.S. 443; 91 S. Ct. 2022 (1971); "Must demonstrate probable cause when seeking a warrant," citing Warden v Hayden, 387 U.S. 294, 307 (1967); and "Warrants must describe the things to be seized and the place to be searched," citing Stanford v. Texas, 379 U.S. 476, 485 (1965).

<sup>5</sup>Illinois v. Gates, 462 U.S. 213, 238 (1983). <sup>6</sup>U.S. v. Martin, 297 F.3d 1308, 1309 (11th Cir. 2002). <sup>7</sup>U.S. v. Place, 462 U.S. 696 (1983); Florida v. Royer, 460 U.S. 491 (1983); and Illinois v. Caballes, 543 U.S. 405 (2005).

\*Florida Department of Law Enforcement
"Case Law Update 00-01: Single Trash Pull
Coupled with an Anonymous Tip Is Insufficient
for a Search Warrant," summarizing Gesell v. State,
751 So.2d 104 (Fla. 4th DCA 1999), http://
www.fdle.state.fl.us/Content/getdoc/
e896b2d8-8d16-46f0-8256-09f1d9dd69c0/00-01
--Single-Trash-Pull-Coupled-with-an-Anonymous
.aspx (accessed May 5, 2010).

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<sup>10</sup>State v. Paige, 934 So.2d 595 (Fla. 5th DCA 2006).

12 Gates, 462 U.S. at 230.



# ADVANCES & APPLICATIONS

# Where do the good ideas come from?

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

Sanford, Florida, Public Safety Complex Celebrates Construction Milestone with Architects Design Group



From left: Fire Chief Gerard Ransom, Mayor Linda Kuhn, Police Chief Brian Tooley, Commissioner Velma Williams, City of Sanford Project Manager Nick McRay, Interim City Manager Thomas George, and Architects Design Group Project Manager Daniel Barrett

Recently, the city of Sanford, Florida, celebrated a key step in the process of completing its new public safety complex, located just east of the city's historic Goldsboro neighborhood. Attendees included elected officials, the city's police and fire chiefs, Architects Design Group (ADG), and all disciplines of the design team, including the construction management team of Wharton Smith and subcontractors. The ceremony marked the milestone at which the highest structural element was installed at the atrium roof. The atrium connects the police and fire department's new 76,000-square-foot, two-story public safety facility.

"The city of Sanford public safety building project has been more than 16 years in the making," said Sanford Police Chief Brian Tooley. "When the groundbreaking happened, many of our officers had believed this building would never materialize. That said, this building will provide a state-of-the-art facility for the men and women of the Sanford Police Department and the Sanford Fire Department to provide the best service possible to our community. The whole project team—the architects at Architects Design Group, the police and fire department staffs, the project manager, the city commission, the mayor, the city manager's office, and the Wharton Smith construction crew-worked together seamlessly to make this a reality."

ADG designed the complex to include all the necessary elements for a fully functioning police department, with vehicle-evidence processing, emergency services unit vehicle storage, and a drive-through sally port. The two-story fire department is comprised of a five-bay fire station, crew quarters on the first floor, and a

fire administration and an emergency operations center on the second floor.

The structure is designed to withstand wind speeds in excess of 150 miles per hour, with 100 percent mechanical and electrical redundancy to all critical infrastructures to ensure the complex remains operational before, during, and after a natural or man-made disaster. ADG also assisted the city in acquiring more than \$700,000 in FEMA grant funding for the project.

Construction is scheduled to be completed in October 2010.

For more information, visit http://www.adgusa.org.

## BIO-key Delivers FBI-Compliant Authentication Solution for Oklahoma County Sheriff's Office

BIO-key International Inc., a leader in fingerprint-based biometric identification solutions, announces the successful deployment at the Oklahoma County Sheriff's Office of an FBI-compliant advanced authentication solution for law enforcement mobile data system users statewide, based on BIO-key's secure fingerprint authentication.

The solution complies with new federal security requirements for advanced user authentication from in-vehicle laptops accessing FBI Criminal Justice Information Services (CJIS) databases, while streamlining the log-on process for busy patrol officers and other users. More than 400 fingerprint scanners have been installed in Oklahoma State Highway Patrol vehicles and in patrol cars in Tulsa County and Oklahoma County. Upon completion of this deployment, 800 police vehicles will be equipped statewide.

The project, funded through the Oklahoma District Attorneys Council under the federal Justice Assistance Grant (JAG) program, is being managed by the Oklahoma County Sheriff's Office. The sheriff's office hosts the statewide mobile data system serving more than 70 federal, state, county, and municipal law enforcement agencies.

"The reception from officers in the field has been fantastic," said Lieutenant Matt Jackson of the Oklahoma County Sheriff's Office. "We're able to meet a new federal security requirement and make their jobs easier at the same time. The log-on process is more streamlined. Officers no longer have to remember their user IDs or passwords, and, unlike a token or smartcard, you can't damage, misplace, or lose your fingerprint."

BIO-key's Vector Segment Technology, the patented fingerprint matching algorithm used

to identify the officers in this application, is integrated with InterActMobile, the mobile data solution from BIO-key partner, Interact Public Systems, which these Oklahoma agencies currently use.

The BIO-key solution is fingerprint-reader independent, allowing for enrollment, identification, and verification to be performed across a variety of fingerprint scanners. This feature provided Oklahoma County with the ability to deploy a fingerprint reader that not only meets the rigorous U.S. Federal Information Processing Standard 201 (FIPS 201) for Personal Identification Verification (PIV) for law enforcement users, but one that is also NIST-certified for two-finger digital fingerprint capture. As a result, the same readers can be used by officers in the field to help positively identify persons of interest when these departments receive wireless access to the state's offender fingerprint database in the near future, eliminating the need for additional readers.

For more information, visit http://www.bio-key.com.

## Defiance County, Ohio, Sheriff's Office and Decatur Electronics Recycle Old Video Systems, Upgrade

Decatur Electronics announces its partnership with the Defiance County, Ohio, Sheriff's Office, the first law enforcement agency to take advantage of Decatur's Green for Green environmental trade-in program for in-car video.

The Green for Green program allows law enforcement agencies to trade in their outdated in-car video systems for the new Responder 1000 in-car video system, while Decatur recycles the old systems.

"We're glad to work with Decatur," said Captain Chris Clawson, from the Defiance County Sheriff's Office. "New in-car video systems help us keep the country safer. Decatur's program gave us a chance to recycle the old units and get a good deal on the new equipment we needed."

Law enforcement agencies around the nation count on in-car video systems to help them protect their communities. In a study by the IACP, an overwhelming majority of prosecutors found in-car video useful in prosecuting criminals driving under the influence and assaulting officers.

Defiance County's purchase allows officers to take advantage of recent strides in video technology to capture high-quality evidence while remaining green.

For more information, visit http://www.decaturvideo.com.



# **NEC, Your Partner In Crime**

With NEC's Integra-ID AFIS, Cherokee Sheriff's Office can now get fingerprint and palmprint match results within 2 minutes, instead of hours.

Integra-ID is a complete integrated biometric identification solution that incorporates NEC's latest biometrics matching algorithms with a service-oriented architecture (SOA). This next-generation AFIS technology provides the flexibility and reliability that law enforcement agencies demand to do their jobs more effectively.

Make more matches: www.necam.com/afis



Cherokee Sheriff's Office

"Integra-ID has more farreaching benefits than just identifying crime scene prints. It is the backbone to our jail management system."

Captain Hubert Love
Cherokee Sheriff's Office





# **International Association of Chiefs of Police**

# IACP Training

# Let IACP help you with your human resource training. The following courses are available for co-hosting by your agency.

### **Pre-Employment Background Investigations (2 Days)**

This program is designed for individuals who are inexperienced in performing background investigations or veterans seeking to brush up on the latest techniques in conducting quality preemployment background investigations. The seminar will focus on conducting pre-employment background investigations within law enforcement, security, corrections, or government organizations. Past behavior is a tremendous indicator of future performance.

The course will focus on the importance of conducting thorough and legally defensible character investigations. Topics will focus upon the following:

- (1) Federal and state laws applicable to background investigations;
- Conducting legal interviews and obtaining the truth from deceptive applicants;
- (3) Developing resources to obtain information regarding the applicant pool;
- (4) ADA legal compliance and its impact on medical background investigations;
- (5) Conducting out-of-state background investigation;
- (6) Conducting interviews with spouses, neighbors, references, and co-workers; etc.
- (7) Obtaining credit history information; and
- (8) Understand the legal liability associated with negligent hiring practices.
  - At the conclusion of this program, participants will be able to:
- Successfully conduct a comprehensive applicant background investigation;
- Understand the legal environment and its potential for liability regarding background investigations
- Demonstrate an understanding of available resources, including Internet and electronic screening devices when conducting pre-employment background investigations; and
- Develop the necessary skills to conduct one-on-one interviews with applicants.

## Performance Appraisal (2 Days)

The first-line supervisor plays a critical role in virtually every aspect of the agency. The supervisor oversees daily complex public safety operations and directs personnel toward the effective delivery of services. Also among the supervisor's many responsibilities are understanding the organization's mission

and unit objectives in furtherance of the mission, the individual performance standards for each position supervised, and how the performance will be measured. The supervisor must also effectively communicate unit standards with followers, become familiar enough with a follower's performance to insure that an objective and constructive feedback process is established, and be aware of individual follower behavior in certain environments.

At the conclusion of the class the student will be able to write a performance appraisal and performance improvement plan that is valid, reliable, equitable, legal and a document that provides utility to the follower, the leader and the organization.

# Recruitment and Selection of Law Enforcement Officers (3 Days)

In today's competitive career market, recruiting quality applicants is becoming increasingly difficult for police agencies throughout the country. It has never been more important for police executives to select the right persons to serve as department recruiters and to provide them with the necessary skills and resources to accomplish their missions.

This interactive course uses role-playing, group work, and lecture techniques to provide participants with the knowledge and skills to maximize the success of recruiting initiatives. Topics include forming an agency strategy, recruitment vs. applicant processing, communications methods, building a diverse workforce, best and promising recruiting practices, as well as mentoring and retention strategies. Discover Policing, IACP's no-cost nationwide online recruiting resource for local agencies, is demonstrated. Police recruiters, executives, and commanders will benefit from this comprehensive course.

At the conclusion of the course, participants should be able to do the following:

- Create a plan to attract applicants in today's diversified workforce
- Identify the necessary traits of an effective recruiter
- Demonstrate effective recruiting communication skills
- List and compare available resources to enhance recruiting
- Employ the best and most promising recruiting practices
- Use professional skills in the recruitment process
- Develop departmental mentoring strategies
- Identify the necessary retention strategies

Visit IACP's website at www.theiacp.org/training for the most recent scheduling and to view the new digital IACP Training Catalog. If you would like to bring one of these classes to your area, information about co-hosting is also available on the Web or call IACP's Training Division at 1-800-THE-IACP ext. 221.

# Advanced Supervision Skills (3 days)

7/20/2010 - 7/22/2010 Council Bluffs, IA 7/26/2010 - 7/28/2010 Edmond, OK 8/17/2010 - 8/19/2010 Salem, OR 8/24/2010 - 8/26/2010 Hampton, NH 9/13/2010 - 9/15/2010 New Brunswick, NJ 9/28/2010 - 9/30/2010 Chattanooga, TN

# Comprehensive Crime Scene Investigation (2 days)

7/19/2010 - 7/20/2010 Unionville, CT 9/15/2010 - 9/16/2010 Clear Lake, IA 9/29/2010 - 9/30/2010 Roanoke, VA

## Critical Incident Management (2 days)

7/7/2010 - 7/8/2010 Fairfield, OH 8/19/2010 - 8/20/2010 McKinney, TX

# DISCLOSING SECRETS-Interview and Interrogation for Patrol Officers and Investigators (2 days)

9/1/2010 - 9/2/2010 McKinney, TX 9/27/2010 - 9/28/2010 Warminster, PA

# First Line Supervision (3 days)

8/9/2010 - 8/11/2010 New Brighton, MN 9/21/2010 - 9/23/2010 Chattanooga, TN

# Internal Affairs: Legal and Operational Issues\* (3 days)

8/17/2010 - 8/19/2010 Miami Beach, FL 9/20/2010 - 9/22/2010 McKinney, TX

# **Investigation of Sex Crimes\* (3 days)**

7/12/2010 - 7/14/2010 Bedford, TX

# Leadership and Quality Policing (2 days)

9/8/2010 - 9/9/2010 Billings, MT

## Managing Generational Change-Generation Boom X, Y (2 days)

7/1/2010 - 7/2/2010 Buffalo Grove, IL 7/8/2010 - 7/9/2010 Council Bluffs, IA 7/29/2010 - 7/30/2010 Layton, UT 8/12/2010 - 8/13/2010 New Brighton, MN 8/24/2010 - 8/25/2010 Asheville, NC 9/2/2010 - 9/3/2010 Rockford, IL

## Performance Appraisal (2 days)

9/15/2010 - 9/16/2010 Marietta, GA

# Rapid Deployment to High-Risk Incidents\* (2 days)

7/29/2010 - 7/30/2010 New Brunswick, NJ 9/23/2010 - 9/24/2010 Monroe, WA

# SWAT Supervision and Management\* (5 days)

9/13/2010 - 9/17/2010 McKinney, TX

### **Tactical Patrol Officer (5 days)**

8/9/2010 - 8/13/2010 New Brunswick, NJ



By Alexander L. Eastman, MD, MPH, Deputy Medical Director and Reserve Police Officer, Dallas, Texas, Police Department, and Officer-at-Large, Police Physicians Section, IACP; and Jeffrey C. Metzger, MD, Medical Director and Reserve Police Officer, Dallas, Texas, Police Department, and Member, Police Physicians Section, IACP

aw enforcement is safer today than it was even as little as one decade ago. With strides in equipment, body armor, vehicle design, and safety tactics, to name a few, the profession has improved its ability to minimize officer injury and death. However, as the families of the more than 100 law enforcement professionals who died in the line of duty in 2009 will attest, the profession has not eliminated these risks altogether, and, hence, in this Year of Officer Safety at the IACP, it is imperative that officers be equipped with the knowledge and tools to mitigate and minimize the consequences of injuries when they occur. We can no longer afford to bury our heads and just strive for zero injuries. Until the profession achieves zero injuries, its members must prepare, and to prepare, all must learn lifesaving skills. What has been limited historically to the tactical team medic or delegated to a civilian fire/rescue or EMS agency now must be delivered to the hands of each officer who has the potential for hostile contact. For this reason, the IACP presents the Saving Our Own (SOO) program and concept.

### Saving Our Own: History

SOO is not a novel concept; it is simply a program designed to train police officers in simple, lifesaving techniques that have been proven effective. The delivery of this training to nonmedical providers is not new; early descriptions of a self-aid/buddy-aid (SABA) program exist. SABA, as a general concept, involves placing lifesaving skills and tools in the hands of people most likely to suffer injury. It takes trauma center concepts out of the hospital and moves them

to the point of injury. These programs are a theoretical offshoot of the fact that when people are injured, the earlier care begins, the better

While these concepts are indeed those that were born in trauma centers and field hospitals, the effectiveness of SABA programs and the SOO program is based on the simplicity and profound effectiveness of basic techniques. The techniques described below can be easily taught to police officers, soldiers, and anyone engaged in high-risk occupations.1

No group has learned more about the care of the injured over the last decade than our nation's armed forces. It is said that one of the few good things that comes from war is improvement in the care of the injured warrior. Now more than ever, improvements learned overseas and paid for with American blood are being applied to the civilian trauma care environment. While a number of advances have revolutionized the care of the injured, none has served as a greater force multiplier from a medical standpoint than the delivery of lifesaving training and tools not just to the military medics, but to the warriors themselves. In reviewing the Joint Trauma Theater System (JTTS) that has saved so many lives during Operation Enduring Freedom and Operation Iraqi Freedom, Colonel Brian Eastridge, JTTS Director, has identified the delivery of SABA training and tools as the critical first link in the chain of survival.2

The SOO program and its core SABA techniques are based on sound science and the proven techniques known collectively as Tactical Combat Casualty Care (TCCC). Originally designed to address the profound failure of military medical doctrine in Mogadishu, Somalia, in 1993, TCCC developed into a set of tactically appropriate battlefield trauma care guidelines. Much of the content of these guidelines is geared toward interventions that can be taught to the troops, thereby multiplying the available number of individuals with medical training.

Since its introduction as a course in 1996, TCCC has been standardized from the war fighter/operator to the physician. Many civilian medical organizations including the American College of Surgeons Committee on Trauma (ACS-COT) and the PreHospital Trauma Life Support (PHTLS) program, as well as law enforcement and EMS agencies including the National Tactical Officers Association (NTOA) and the National Association of Emergency Medical Technicians (NAEMT), have adopted these guidelines for conducting operations in environments where injuries are likely. With the Department of Defense's implementation of TCCC guidelines, U.S. forces have achieved the lowest percentage of individuals killed in action and the lowest case fatality rate in recent recordable history (1945–present).<sup>3</sup> The TCCC recommendations were initially at odds with civilian pre-hospital guidelines being taught at that time but the advantage of having battlefield trauma guidelines customized for the tactical environment was quickly acknowledged.

It is a common misconception in the civilian sector that TCCC guidelines are only applicable in a 360-degree military battle space similar to that seen in a war movie or in the middle of the streets of Iraq or Afghanistan. However, nothing could be further from the truth. The reality is that TCCC addresses optimal casualty care within a hostile environment. The average transport time to a medical treatment facility in Iraq can be less than one hour, which is not unlike situations that may be encountered in the United States. Weather, traffic, rural response, mass casualty, and ongoing tactical operations against active threats can contribute to longer transport times to definitive care in the civilian environment. Many also question the relevance of these guidelines due to the epidemiology of battlefield injuries compared with injuries likely to be encountered during civilian tactical operations. However, a gunshot wound that severs a

# OFFICER SAFETY PROGRAM

police officer's femoral artery is just as likely to cause death from blood loss as a shrapnel wound that severs a soldier's femoral artery, and both are equally amenable to immediate lifesaving treatment.

### Save Our Own: Key Concepts

The question then is which skills are applicable to the risks faced by the modern law enforcement officer. The skills that make up the core competencies taught in the SOO program are

- management of life-threatening bleeding/hemorrhage,
- basic airway management skills,
- wounded officer evacuation techniques, and
- basic understanding of TCCC concepts.

With the above training and skills, the law enforcement community can harness the simplicity of the SOO program and save the lives of officers who sustain injuries.

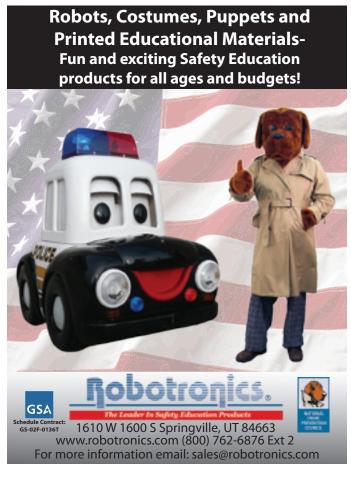
SOO is based on what was at the time a novel, statewide SABA training program in Texas, which followed the core competencies described above. To date, more than 500 Texas police officers have received this training. Bedford, Texas, Police Chief David Flory, a practicing paramedic, is the Tactical EMS Program Manager for the Texas Tactical Police Officers Association and a huge advocate for SABA training for law enforcement officers. According to Chief Flory, "SABA training is essential for the modern law enforcement officer. It teaches essential skills, every bit as important as defensive tactics, driving, and shooting." In the Dallas, Texas, Police Department alone, three lives have been saved by the use of tourniquets on wounds suffered during patrol operations. These officers would have suffered worse consequences of their injuries through continuing hemorrhaging had these SABA techniques and devices not been applied. Because of its initial success, the state SABA course is presently being incorporated into active shooter training through the Advanced Law Enforcement Rapid Response Training Center based in San Marcos, Texas.

Perhaps the most critical component of the SOO program is hemorrhage control,

since during any given shift, training in this area could help officers save their own lives or those of their partners. Of interventions that are possible in the field, with a basic amount of training, none has proven more effective than the immediate application of hemorrhage control techniques at the point of wounding.4 During SOO, these techniques are taught with both didactic and practical instruction. Several techniques including specialized pressure dressings that have been proven on the battlefield and tourniquet use are discussed. By the time officers complete the eight-hour SOO curriculum, they have more hemorrhage control training—and certainly more tourniquet knowledge—than most metropolitan EMS paramedics. After completing this singleday training and being issued a tourniquet that costs less than \$30, officers are empowered with the ability to save lives.

Also included in the eight-hour SOO training block is a basic understanding of noninvasive interventions designed to maintain airway patency in an injured officer. Most often, these techniques involve placing the injured officer in what is known





as the recovery position. Without placing any tubes or devices, an SOO-trained officer can help a critically wounded colleague maintain an airway most often in this position, and it is incredibly easy to learn. In jurisdictions that have chosen to add these additional airways skills to programming, law enforcement officers learn how to place nasopharyngeal airways—flexible nasal tubes to assist breathing—and even perform needle decompression on a fellow officer with collapsed lungs. While these skills are not included in the basic SOO package, it is clear that law enforcement officers, with no previous medical training, can learn these skills safely and effectively. After the SABA training, each SWAT officer in the Dallas, Texas, Police Department was issued an enhanced Individual First-Aid Kit (eIFAK). The contents of these kits are included in table 1.

Although listed as the third key component of the SOO program, knowledge of officer extraction techniques is critical for SABA training programs. One of the critical lessons learned from previous incidents is that the correct medical intervention at the wrong time or place can lead to serious consequences. To give students real-world training in this concept, several techniques are used. Officers are trained in methods of high-threat extraction, defined as the efficient

# Table 1. Dallas Police SWAT—Enhanced Individual First Aid Kit (eIFAK) Contents

- Modular bandage
- · Combat application tourniquet
- · Nasopharyngeal airway with lubricant
- 14-gauge 3.25-inch IV catheter for thoracic needle decompression
- · Trauma shears
- Latex gloves

Contents must be vacuum-sealed in pouch when issued to officers.

movement of a wounded colleague from the point of wounding to a place where effective cover exists. It is behind this cover that the initial treatment principles described above are initiated. Several techniques including lifts, drags, carries, rope extractions, and other specialized actions are taught in this part of the one-day course.

### Save Our Own: Conclusions

While law enforcement professionals strive to eliminate daily dangers through research, product development, and tactic development, today's officers face unprecedented threats to their personal safety. Given this fact, the industry is left with no choice but to prepare these officers not only to face these threats with the tools to stop those that would do harm, but to mitigate the consequences of these encounters.

This year, the IACP intends to lead the way with a renewed focus on officer safety. Through a partnership between the IACP Police Physicians Section, the State Association of Chiefs of Police (SACOP), SafeShield, the Texas Tactical Police Officers Association, and several other organizations, IACP members hope to spread the word on this important project to every agency in the United States. While the profession strives to achieve zero injuries and illnesses, its members must be prepared when officers are injured. What they do when this happens will define the consequences for the officer, the agency, and the community. •

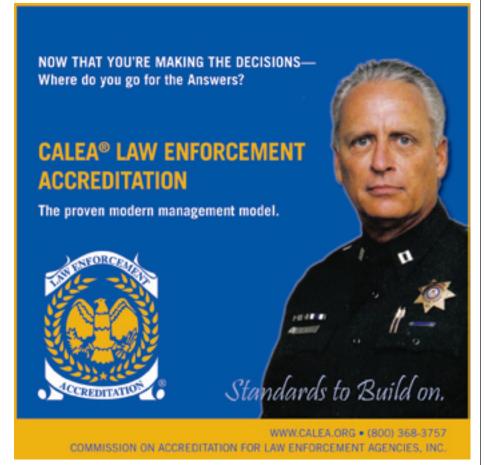
### Notes:

<sup>1</sup>Frank Butler, "Tactical Combat Casualty Care: Combining Good Medicine with Good Tactics," *The Journal of Trauma* 54 (May 2003): S2–S3.

<sup>2</sup>Brian J. Eastridge, et al., "Trauma System Development in a Theater of War: Experiences from Operation Iraqi Freedom and Operation Enduring Freedom," *The Journal of Trauma* 61 (December 2006): 1366–1373.

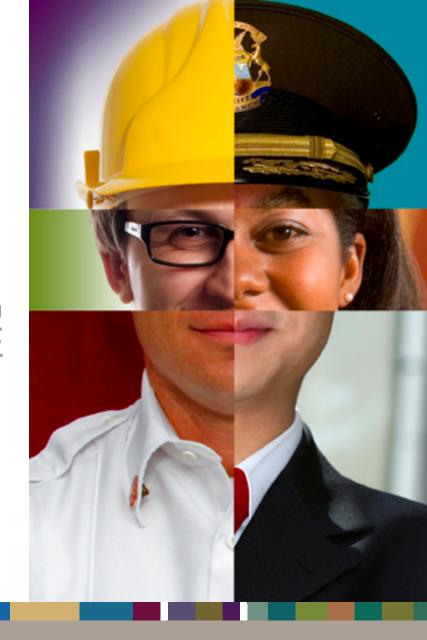
<sup>3</sup>Brian J. Eastridge et al., "Impact of Joint Theater Trauma System Initiatives on Battlefield Injury Outcomes," *The American Journal of* Surgery 198 (December 2009): 852–857.

<sup>4</sup>Ronald F. Bellamy, "Death on the Battlefield and the Role of First Aid," *Military Medicine* 152 (December 1987): 634–635.





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# Generating New Revenue

# STREAMS

By Paul LaCommare, Commander, West Covina Police Department, West Covina, California

downward spiral in California city governments' revenue streams has occurred for the last five years starting with the housing bubble that burst property tax returns by 40 percent. Warnings contained in the California Department of Finance's Economic Indicators, January–February 2008 report state that

the current economic slowdown afflicting California and the nation is the result of a one-two punch. The first blow fell in 2005 and 2006 when real estate markets peaked and began a gradual slowdown. Late in 2006, it appeared that despite some losses, home sales and prices had stabilized. The second blow, though, fell in 2007 when the subprime lending meltdown and rising foreclosures led to the implosion of real estate mortgage markets. Residential real estate markets were jolted by rising inventories as too many homes were on the market and the number of qualified buyers, particularly those looking to move up, dwindled. Ominously, as 2007 progressed, the likelihood steadily increased that rather than just suffering through severe corrections in real estate and home construction markets, the economy might run into a full-fledged economic slowdown.1

The common reaction to a budget crisis is reducing personnel and cutting services. The focus of this article is to provide police agencies with an alternative to personnel and service reductions. This alternative could help the survival of a city and maintain or expand police service through generating new revenue streams as a proactive approach to meet the fiscal crisis of today and the uncertain future of tomorrow.

While generating revenue streams is not new to most agencies, the focus and resources necessary to meet current and emerging public safety needs are unprecedented in law enforcement's history. Law enforcement executives are accustomed to the ebb and flow of fiscal budgets. The current trend, however, is much more far reaching and will impact almost all cities in California and most likely all communities in the United States.

Five years ago, the current state of the economy facing cities and counties was not even a concern. Now, however, many

law enforcement agencies are facing the reality of severe budget cuts, reduced workforce, and the elimination or reduction of many law enforcement programs. Today, police chiefs are being asked to look for ways of economizing, increasing efficiency, eliminating redundancies, and finding revenue sources.

This trend will be prompted in two possible ways. First, increasing financial pressure will require more severe budget cuts to the point that many agencies will be able to provide only basic services. Second, cities will begin to see successes at nearby agencies and look to new revenue streams as a panacea to forestall reduced services or even bankruptcy. Based on the research for this article, there is a clear presumption of need for law enforcement to generate new income streams. A first necessary step in that process is to examine possible revenue-generating ideas.

## **Possible New Revenue Streams**

A group of experts in the fields of city government, business, real estate, and entrepreneurship assembled in April 2008 to identify possible new income streams that could be initiated by law enforcement.<sup>2</sup> Their suggested new revenue streams serve as an example of ideas that can be generated in a short period of time. Each idea must be weighed against the feasibility of implementation, profit potential, and appropriateness for law enforcement involvement. Their most prominent recommendations were

- fees for sex offenders registering in a given jurisdiction,
- city tow companies,
- fine increases by 50 percent,
- pay-per-call policing,
- vacation house check fees,
- public hours at police firing range for a fee.
- police department-run online traffic school for minor traffic infractions,
- department-based security service including home checks and monitoring of security cameras by police department,
- a designated business to clean biological crime scenes,
- state and court fees for all convicted felons returning to the community,

- allowing agency name to be used for advertisement and branding,
- triple driving-under-the-influence fines by the court,
- resident fee similar to a utility tax,
- tax or fee on all alcohol sold in the city,
- tax or fee on all ammunition sold in, the city,
- public safety fees on all new development in the city,
- 9-1-1 fee per use,
- police department website with business advertisement for support,
- selling ride-a-longs to the public, and
- police department–run firearm safety classes.

In addition to concepts that may lie ahead, there are also many examples of revenue-generating ideas that have been tried and proven in actual use.

### **West Covina's Revenue Service Model**

The West Covina, California, Police Department is a midsized municipal police agency in Southern California. The concept of developing a police revenue service in West Covina began in the 1980s.

In 1984, the department was searching for a new computer software system to manage its computer-aided dispatch and records management system (CAD/RMS). Dissatisfied with the current offerings on the market, the department decided to develop its own CAD/RMS system. The department provided training to employees who later wrote and developed a complex software system to run CAD/RMS. The system was implemented at West Covina and was successful. By the late 1980s, the city leased the program to another agency and began marketing in earnest.

In 1995, the West Covina Service Group was formed as an enterprise and has been in operation ever since. Currently, the West Covina Service Group's CAD/RMS system is running in 21 police agencies throughout the United States. On top of the more traditional methods of revenue generation, which include impound fees, booking fees, and driving-under-the-influence investigation fees, the West Covina Service Group generates about \$1.75 million annually through its software system for the city's use. The West Covina Service Group also provides all CAD/RMS services for West Covina, resulting in a more than \$500,000 annual savings for a total ancillary benefit of \$2.25 million dollars per year.

Historically, the West Covina Police Department has spent a great deal of time and energy in the field of forensics as a method of crime solving. This has led to the development of a forensic lab and expert personnel. The department recognized that many small agencies in the area did not have the resources to process their own latent prints and were frustrated with the extended



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The concept of developing a police revenue service in West Covina began in the 1980s. By 1995, the West Covina Service Group was formed as an enterprise, and it has been in operation ever since.

lag time associated with current services. After recognizing this niche market in 2006, the department elected to offer contracted forensic services to other agencies. This also has become a successful business venture, netting more than \$42,000 since inception. Beyond monetary issues, the service also has benefitted crime reduction programs through the timely identification of latent prints. A selling point is the Forensic Investigative Unit's ability to meet a five-day turnaround time on submitted prints or articles as opposed to six months to a year through traditional county or state services.

During 2008 and 2009, the West Covina department also implemented other ordinances and programs that increase effectiveness, generate revenue, and mitigate the cost of personnel management. Two of them follow:

- An administrative citation process for party noise. Modeled after other California agencies, the party ordinance allows an administrative citation to be issued at loud parties where the music is plainly audible 50 feet from the property line. The first citation is \$100, a second \$200, and a third or subsequent citation within 12 consecutive months is \$500. The goal of the ordinance is to reduce repeat party calls, improve the quality of life for surrounding residents, and generate a revenue stream to offset the cost of response and enforcement.
- An ordinance fining parents for child's graffiti. The graffiti ordinance imposes a \$1,000 administrative fine to the parents of juveniles arrested for graffiti crimes. The juvenile is still processed independently through the criminal justice system. The goal of this new ordinance is to promote greater responsibility from parents, reduce the number of repeat offenders, and generate a revenue stream to compensate the city for enforcement efforts.

Both of these administrative citations are too new to provide statistical results, however they show promise in the areas of crime reduction and revenue generation.

One tried and successful idea that has greatly enhanced the West Covina Police Department's ability to maintain services while decreasing costs is the 960 program. Under the Public Employee Retirement System (PERS), retired employees can work up

to 960 hours per fiscal year at a PERS agency with no penalty to their non-medical retirement. The West Covina Police Department has retained some personnel immediately after retirement on a contract in their same role. They are paid their previous hourly rate without benefits. This saves the city approximately 40 percent to 50 percent per employee, while maintaining needed coverage. On average, the department can save the equivalent of one full-time position for every two to three 960 positions filled. This is a tremendous cost savings and has the real benefit of maintaining services at existing levels.

West Covina has focused on revenuegenerating programs that offer side benefits to the department such as CAD/RMS technology, crime reduction, and improved quality of life for residents. Future revenuegenerating programs may be focused more on profitability and be increasingly varied from the general law enforcement mission. Current trends affecting the economy, criminal justice, and the future must be considered as others scramble to fill gaping holes in their fiscal projections.

### **Act Now**

The future of policing is in jeopardy based on the current and predicted financial futures of cities. Law enforcement will not cease to exist, but services will be reduced and personnel lost if action is not taken. Cities have few options in this matter. Cities can attempt to raise taxes; however, the public is already feeling the detrimental financial effects of the economy and may be reticent to acquire more financial liability. Cities can reduce the costs associated with law enforcement through budget cuts. This option has already been exercised by most cities and in many cases, further budget cuts can only be accomplished through the loss of personnel. Table 1 shows the most common actions initiated to lessen the impact of economic changes from agencies across the United States.

Actions Initiated to Cope with Economic Changes	% of Agencies
Eliminate/change take-home car policy	27%
Initiate/increase use of bicycles	23%
Initiate/increase use of hybrid vehicles	18%
Initiate/expand use of foot patrols	17%
Implement facility energy savings programs	17%
Initiate/increase use of two- person cars	15%
Initiate/increase use of Segways	13%
Adjust work hours of staff	12%
Initiate/expand use of telephone report units	10%

Source: PERF 2008 Violence Crime Survey



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Some law enforcement professionals will balk at the strain of generating new revenue sources. Agencies must be extremely careful during the selection process when they are choosing a type of revenue-generating program to implement. Each program must be evaluated against the strengths and weaknesses of the organization. Just as important, each revenue-generating idea must be evaluated to determine if it is within the highest standards of law enforcement. Many ideas, although legal and possible, will not meet this standard.

The level of importance given to generating new revenue streams by

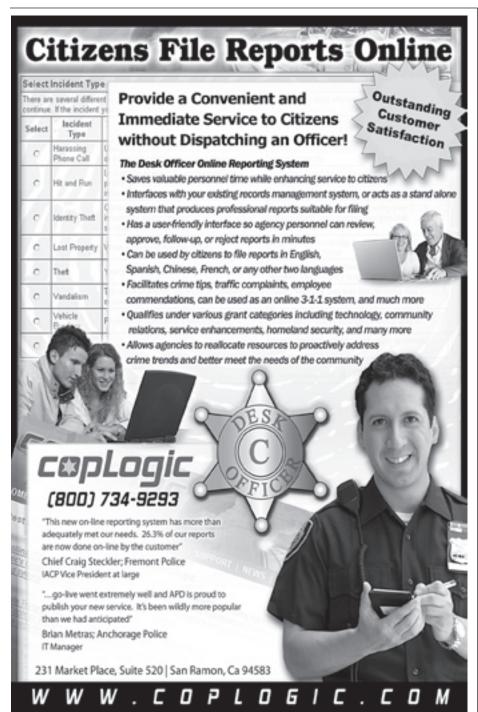
agencies will be based upon the agencies' individual needs and the resources available to them. In some cases, this alternative could forestall or prevent city bankruptcy. In the majority of circumstances, generating new income streams could provide the resources necessary to relieve part of the financial burden on cities and allow police departments to maintain current services and personnel levels. In the best-case scenario, new revenue streams would be sufficient to expand police services to the public. In all cases, the management of law enforcement agencies has the responsibility of examining how it can reduce public effects of a poor financial climate.

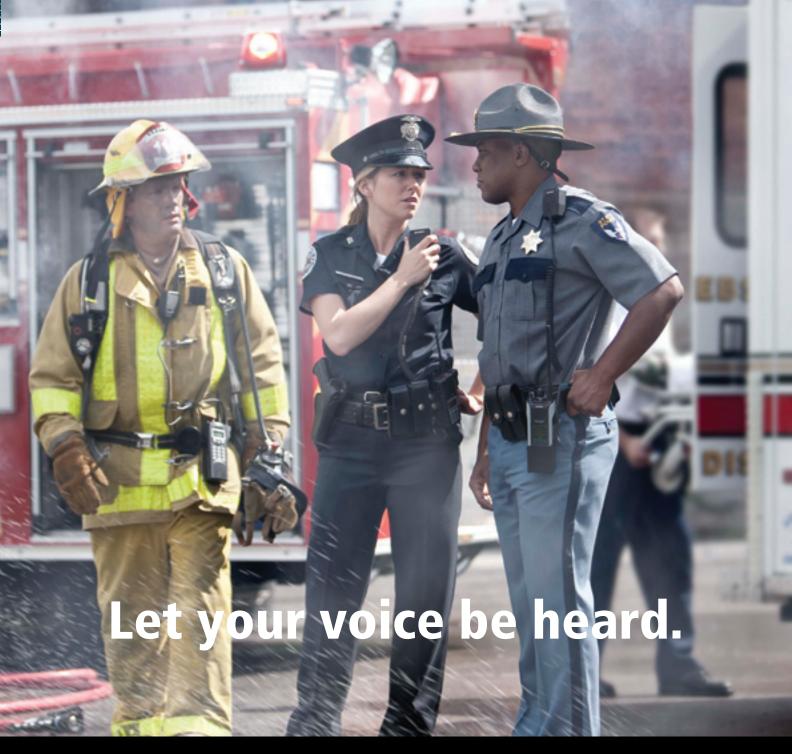
### **Recommended Steps**

To fulfill responsibilities to the public, law enforcement must prepare for the worst while hoping for the best. These recommended steps concentrate on the most likely trend of increased financial strain:

- Law enforcement executives must evaluate their agencies' financial situation to determine the necessity of developing new revenue streams. While all cities will have certain factors in common, many characteristics will be different and call for a different level of need for new revenue sources. This evaluation should be ongoing as most financial situations develop rapidly. Executives should seek to identify the overall economic trend and its projected impact on the department. This assessment will determine the extent of resources and the need for the development of new revenue streams.
- Once the executive staff of an agency has determined that new revenue streams are necessary, they must commit and communicate. Much of this responsibility rests with the chief of the agency. Because this project is outside of the mainstream duties of law enforcement, the chief must communicate the vision and the necessity of success in this endeavor. The level of commitment displayed by command staff will in great part determine the success of the new endeavor.
- Agencies should involve many people in the process of generating ideas for new revenue streams. This recommendation is very important because the more people who are involved, the more likely an agency is to find the ideas that will work best in its jurisdiction. The solicitation of ideas should extend past department personnel and include the remainder of the city and community members.

- Agencies should establish a broad-based committee to evaluate new revenue stream ideas. This committee should be charged with evaluating each idea's profit potential and determining if the strengths and weaknesses of the department could support a successful implementation. Most importantly, the committee must assess if the idea falls within the standards of the department, the city, and the general law enforcement community.
- Once one or more revenue-generating ideas are chosen, the agency must spend the time and resources necessary to develop strategic implementation plans. This background work will greatly increase the agency's chance of success.





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West Covina Service Group generates \$1.75 million annually for the city's use and provides other services, with a total ancillary benefit of \$2.25 million dollars per year.

The department also should focus on goal establishment and evaluation methodology.

 A critical part of implementation is the development of project support. Determine the stakeholders and actively build their commitment level. Lack of political support can sabotage even the most viable project.

### The Future

To be successful and meet law enforcement's responsibilities to the public, several factors must be achieved. Police executives must be willing to adapt to the demands of the external environment in their respective cities, which likely are navigating their own financial crises. Law enforcement has a clear responsibility to meet financial challenges to provide for the safety and security of communities. Executives must be knowledgeable about the rapidly changing environment and adapt their organizations to meet these challenges. The alternative of generating new revenue streams is a viable, responsible option that will allow law enforcement to continue to provide excellent service to the public. This fiduciary responsibility and response to the financial crisis may be the most significant challenge law enforcement has faced in recent history. Each agency possesses talented personnel whose abilities exceed the daily requirement of police work. In working with leadership, employees may uncover and develop new revenue streams that could greatly assist their cities. This is the time to broaden the traditional definition of police responsibilities and include a proactive



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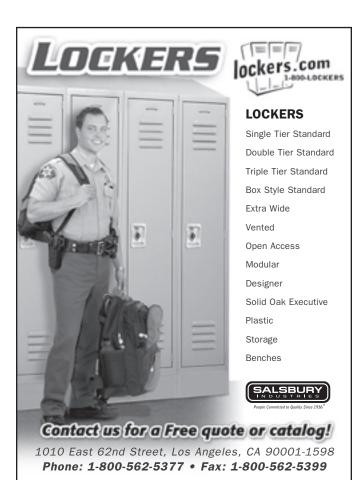


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approach to developing new revenue streams in the current economy. Those agencies that are willing to envision the future and then plan and act to provide future financial resources will be in the best position to provide public safety. �

### Notes:

<sup>1</sup>California Department of Finance, *California Economic Indicators, January–February* 2008, 3, http://www.dof.ca.gov/HTML/FS\_DATA/INDICATR/2008\_CEI/CEI\_Jan-Feb\_2008.pdf (accessed April 27, 2010).

<sup>2</sup>The field experts were assembled by the author in April 2008 for a nominal group technique.

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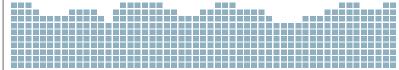
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# By Michael E. Walleman, Detective Lieutenant, Criminal Investigation Division, St. Clair Shores Police Department, St. Clair Shores, Michigan

he available research about seniority rights provides a great deal of information, some positive and some negative, with most providing a universal prospective on how these rights affect the organization or industry. Common advice given from the early research on seniority rights addressed what management must do to improve productivity for the benefit of the organization. In one early study, researchers concluded that with proper management practices, officer productivity could increase to 80 percent to 90 percent of their potential.1 However, the study did not address how these rights affect the individual officer, and thus the performance of the organization. As such, this article describes a study of the current relationship between police seniority practices and the effect these practices have on morale and police officer performance.

This dynamic was investigated through the administration of a 34-question survey to sworn officers in eight midsized police departments in Michigan. The results indicated seniority rights are a dominant determinate for officer pay scale, shift selection, vacation selection, lateral transfer, and promotional ranking. These rights are widely accepted by responding officers for pay scale, shift selection, and vacation selection. However, the data also indicates a strong desire to replace seniority rights with performance standards in areas that concern career advancement, such as lateral transfer and promotional opportunities.

### **Seniority-Based Practices**

How, if at all, do seniority-based practices affect officer performance, personnel morale, and overall performance in police departments? Adams's Equity Theory states that a perceived inequity (in this case, by officers) can develop when workers feel the rewards (that is, salaries, job assignments, shift selection, and promotions) they receive

for their efforts are not equal to others' performance and rewards. This perception can lead officers to decrease their efforts to equalize the inequity, or it may cause the effort to increase—if, by doing so, greater rewards can be obtained.<sup>2</sup>

Many departments engage in collective bargaining, resulting in officer seniority becoming the dominate factor that determines pay scale, shift selection, vacation selection, lateral transfers, and promotional opportunity. These long-standing practices are ingrained into the very fabric and culture of many organizations. As a result, these procedures perpetuate a relationship between the department's administration and its rank-and-file members. Oftentimes, this relationship becomes negative because discipline is sometimes used to improve performance. This type of relationship is indicative of the traditional police organization in which the leadership is authoritarian. Punishment is applied by supervisors as motivation when officers fail to produce or follow orders, negatively affecting morale.3

Research indicates a seniority-based environment has the potential to lower officer performance, negatively affect morale at all levels of the department, and interfere with the agency's basic function of serving the citizens it represents. A study conducted by Byrne, Dezhbakhsh, and King examined the effect unions had on police productivity.<sup>4</sup> The results indicated that unionization had an insignificant effect on production when dealing with serious crime but did diminish productivity for minor or quality-of-life crimes.

Seniority rights systems equalize all members of the organization and eliminate the need for its members to establish a hierarchy of status based on the performance of individuals. All members are the same with the exception of their seniority level, which

determines their organizational standing. Seniority rights allow organizational members to be treated differently and equally at the same time. They are treated differently because of their individual seniority and equally because of the basic premise of "paying your dues"—that is, if you stay around long enough, you, too, will obtain the benefits of a senior member.<sup>5</sup>

Recent research indicates that by giving employees control over their careers, enabling them to advance through hard work, and giving them a voice in organizational matters, agencies can elicit the best work their employees have to offer. Some seniority rewards systems have their origins based on the human capital on-the-job training mind-set. It is common for experienced workers to be paid more and receive more perks than those with less experience or seniority. However, no correlation has been found for higher performance between senior, higher-paid employees and that of lower-paid, less-experienced employees.6 Conversely, there is evidence that performance-related pay attracts higher-quality people and motivates them to perform better.7

Literature points to a substantial utilization of seniority rights practices within the policing profession. These practices have developed over many years through the collective-bargaining process as a means to counter perceived unfair managerial practices and to create a system that was perceived as fair to all members of the organization. However, other research has shown seniority systems can have an adverse affect on officer morale, performance, and departmental effectiveness. Additional research has indicated the need for police agencies to change from the bureaucratic, authoritarian model to a more flattened, hierarchical structure with the adoption of a participative management style. These changes are considered necessary to improve officer productivity and the overall effectiveness of the police agency.

### The Michigan Survey

The purpose of research at eight midsized police departments in southeast Michigan was to investigate officer perceptions regarding seniority-rights practices as the dominate factor affecting departmental operations and career advancement. This study asked three questions:

- 1. What are officers' personal feelings and attitudes towards seniority rights?
- 2. Do officers prefer to advance their careers through personal efforts or have advancement based on their seniority?
- 3. Would officers be in favor of changing from seniority rights to a performancestandards system?

The data obtained in this study were analyzed through the use of descriptive

statistics. All line and supervisory personnel from each agency were asked to voluntarily participate.

### **Major Determinants**

This study shows seniority rights remain an integral component at the police agencies surveyed. This author believes the data acquired are indicative of other police agencies that operate under a similar paradigm.

Each one of the eight participating departments (see demographics at right) indicated seniority was a major determinant for pay scale, shift and vacation selection, lateral transfers, and promotional opportunities. However, similar studies involving additional police agencies operating under similar circumstances would need to be conducted to test the generalizability of this study.

The responses to the questions indicate the officers surveyed are willing to concede pay scale and shift and vacation selection to seniority rights. When asked if a superior-performing junior officer should be paid more than a sub-performing senior officer, 75.2 percent answered "no." In addition, the same was asked for shift and vacation selection, with the respondents answering "no" at 85.9 percent and 91.7 percent, respectively. These percentages indicate a high level of acceptance for seniority rights with regard to these concerns.

## **Loyalty to Seniority Rights**

When developing this study, this author assumed that as seniority of the respondents increased, so would loyalty to seniority rights. It was surprising to see the responses from the far end of the seniority spectrum when asked about using performance as the determining factor for pay scale. The total for all respondents was 73 percent against using performance as the determining factor. However, within the sample of respondents with seniority of more than 25 years, 52 percent felt performance should be the determining factor. This was unexpected, but may be explained as being a more candid response from people who are nearing the end of their careers and are able to speak more frankly about their opinions.

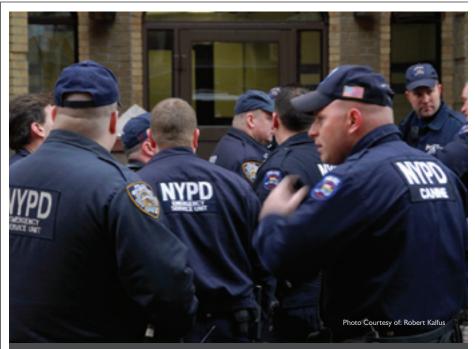
### **Career Advancement**

When asked about career advancement through lateral transfer and promotional opportunities, respondents were very much in favor of having their performance levels determine their outcomes. The data indicate an overwhelming desire of the respondents to be in control of their own destinies and career advancement.

Other questions were asked to determine what lengths the respondents would go to in order to benefit their careers if they knew their efforts would have a positive effect on their goals. The majority, 66.1 percent, indicated that they would

# **Demographics of Respondent Agencies**

Agency	Number of Sworn Officers	Annual Budget	Population Served
#1	84	\$13,000,000	62,000
#2	33	\$11,837,700	14,254
#3	53	\$9,251,347	34,000
#4	89	\$11,000,000	48,000
#5	173	\$28,051,590	128,000
#6	111	\$21,239,700	97,000
#7	69	\$13,947,250	73,000
#8	48	\$9,355,670	45,718



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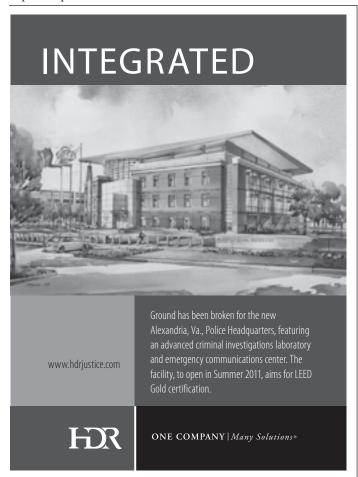
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voluntarily increase their levels of productivity; 80.7 percent, their education; 86.9 percent, their training; and 55 percent, their community-volunteer involvement. These percentages not only indicate the desires of the respondents but also the benefit to their departments and communities by gaining more qualified, dedicated officers.

### Willingness to Change

This study has shown a profound dissatisfaction in some areas of the current system but also a reluctance to make wholesale changes away from seniority to performance as the measure of one's worth. Generally, individuals are inclined to resist change out of fear of the unknown, even when the changes may be beneficial to everyone. Law enforcement is particularly susceptible to this phenomenon. For change of this magnitude to be accepted and successful, a high degree of trust and cooperation from all levels of the organization must be present. Increasing employee participation is the most lasting form of change and is necessary to attain complete cooperation to implement change.<sup>8</sup> The professional climate must be positive toward change before a police agency attempts to enact major change.<sup>9</sup>

The data in this study indicate a desire on the part of the respondents to relinquish segments of certain seniority rights that could be the catalyst needed to begin the process of change. The data show a strong desire to replace seniority with performance standards for promotional and transfer opportunities. Involving officers in the change process could cultivate improved relations between line officers and their administrators. The data clearly show a desire by the officers to have input into their departments' policies and decision making. The opportunity to pursue change has been confirmed by the data, but the process must be carried out in small increments with the highest level of integrity to foster long-term improvement in police operations.



These long-standing seniority practices have been the methods of operation for these police agencies for decades. As such, they have become ingrained into the very fabric of each agency's culture. Because some of the practices have been thought of as tradition, the level of acceptance for their continued utilization remains high. To change from this type of system would require a substantial overhaul of the organizational practices that currently exist. The amount of time and effort to work through this transformation would be a daunting task. It is much easier to live with the inadequacies of the status quo than it is to embark on change that is new to all concerned.

Many departments rely on seniority-based assignment to avoid the complications of a merit-based procedure. Often, a seniority system results in an acceptable officer being promoted or transferred, but it does not ensure that the best-qualified officer will get the assignment. It does, however, reduce some of the complaints and headaches for management. "Personally, I believe that it is management's responsibility to do what is best for the organization rather than merely take the easy path," said DeVere D. Woods Jr., PhD, Associate Professor, Criminology and Criminal Justice, Indiana State University and Advisor, CIRCIPOL (the research center for the National Police of El Salvador). 10

### **Limitations of Study**

This study has provided insight into the opinions that officers hold regarding seniority rights, officer performance, and career advancement. However, it is limited in its reliability to project the opinions gathered here to apply to all police agencies. These limitations include (1) the small geographic area in Michigan from where the data were derived; (2) the lack of diversity of the respondents, with the vast majority being white males; (3) the non-probability composition of the sampling group and lack of random selection; and (4) the 50 percent response rate of the total population asked to participate in the study.

The research started here reveals a need to continue on this path to improve police organizational operations. By discovering police officers' true feelings regarding their careers and the departments they work for, study leaders can gain an understanding into the problems that exist in individual agencies. This information could prove invaluable in developing strategies to eliminate underlying issues that detract from the quality of an organization and its ability to deal with 21st century law enforcement priorities. The demands on police agencies continue to expand, requiring more efficient operation with regard to employee development and service provided to their communities. Additional research is needed to develop performance evaluation criteria that eliminate the subjective flaws inherent in current assessment instruments. The development of objective quantitative standards that can be applied to job performance is needed to overcome the mistrust between the evaluator and the evaluated. Once such a prototype has been developed, it would need to be adaptable to individual police agencies.

### **Benefit to Criminal Justice**

The data derived by this study can be used as a starting point for police agencies that operate under a seniority rights culture to understand how their officers feel about such a system. They are valuable information to the administrators of police departments interested in improving employee relations. Such studies may uncover a morale problem not realized prior to these questions being asked. Additional studies may reveal, as these data did, high levels of frustration and dissention within the ranks as a result of seniority rights.

The results in this study revealed opportunities for improvement in managerial applications with regard to morale and job satisfaction. In addition, the data provide insight into what officers are willing to do personally to improve their worth to their departments if the rewards for doing so are present.

This study also can benefit union officials by illustrating what is desired by the officers they represent. The unions should become

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more involved with improving morale and the quality of the police agency. The results obtained in this research clearly demonstrate that officers want control over their careers and would prefer to have their performance be the determining factor for career advancement opportunities.

### **Key Points**

Seniority rights remain a dominant standard for the determination of officer pay scale, shift selection, vacation selection, lateral transfer, and promotional ranking within the eight police departments that participated in this research. These standards have been in place for many years and have become the accepted method of operation for officers who are employed by these agencies. The acceptance of these procedures was made evident when 78.6 percent of the responding officers stated that they felt that the seniority practices of their department were fair.

As the questions asked became more specific, the data revealed areas in which the majority of the respondents did not favor seniority over performance as an outcome determinate. Specifically, these areas dealt with career advancement opportunities such as lateral transfer and promotional ranking. When asked about their career path, 86.5 percent of the officers stated they would prefer their performance to be more influential on their goals than their seniority.

Other areas explored in this study dealt with officer morale, interpersonal relationships, and attitudes about the administrators that lead these agencies. A large number of the respondents indicated frustration over seniority rights, and a majority felt that resentment over these rights had developed between officers. Also, in certain cases, a lack of trust was uncovered between the administration and line officers. A number of officers felt unequal treatment existed and that management did not have their best interests at heart.

While this study indicates a strong acceptance of seniority rights by the rank-and-file, the results also discovered the desire to limit their effect on areas of career advancement. The data show there are opportunities to make changes to the current long-standing seniority practices in certain areas. These opportunities can best be accomplished through collaboration between all levels of the organization. The trust issue must be improved to gain the cooperation of all concerned, leading to acceptance and implementation of change. If successful, these changes can improve officer morale, reduce inter-departmental strife, and improve the overall quality of the department.

### Notes:

<sup>1</sup>Paul Hersey and Kenneth H. Blanchard, *Management of Organizational Behavior: Utilizing Human Resources*, 4th ed. (Englewood Cliffs, N.J.: Prentice Hall, 1982).

<sup>2</sup>John S. Adams, "Toward an Understanding of Inequity," *Journal of Abnormal Psychology 67* (1963): 422–436.

<sup>3</sup>Larry K. Gaines et al., *Police Administration*, 2nd ed., ed. Carolyn Henderson Meier (New York: McGraw-Hill, 2003).

<sup>4</sup>Dennis Byrne, Hashem Dezhbakhsh, and Randall King, "Unions and Police Productivity: An Econometric Investigation," *Industrial Relations: A Journal of Economy and Society* 35, no. 4 (1996): 566–584.

<sup>5</sup>Ronald Fischer and Peter B. Smith, "Values and Organizational Justice: Performance- and Seniority-Based Allocation Criteria in the United Kingdom and Germany," *Journal of Cross-Cultural Psychology* 35 (2004): 669.

<sup>9</sup>James L. Medoff and Katharine G. Abraham, "Experience, Performance, and Earnings," *The Quarterly Journal of Economics* 95, no. 4 (1980): 703–736.

<sup>7</sup>Alison L. Booth and Jeff Frank, "Earnings, Productivity, and Performance-Related Pay," *Journal of Labor Economics* 17, no. 3 (1999): 447-463

<sup>8</sup>L. Gaines et al., *Police Administration*.

<sup>9</sup>Robert B. Duncan, "Organizational Climate and Climate for Change in Three Police Departments: Some Preliminary Findings," *Urban Affairs Quarterly* 8 (1976): 205–245.

<sup>10</sup>DeVere D. Woods, Ph.D., spoken personal communication, November 27, 2007.

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# **Managing for Value**

By Tony Veneziano, Chief Administrative Officer, Toronto, Canada, Police Service

ederal, state, provincial, regional, and local governments continue to be challenged by a serious financial crisis and limited monies for a number of competing priorities. Law enforcement agencies rely on governments for most of their financial requirements, and are therefore facing significant budgetary pressure as governments attempt to balance their overall budgets and keep tax increases to a minimum. In many local jurisdictions, policing represents the largest part of the municipal government's budget. Police managers therefore have a responsibility to their funding providers, oversight bodies, and taxpayers to justify both the capital and operating funds needed to deliver public safety services and meet longerterm strategic objectives. But it doesn't stop there. They must also be continuously mindful of the importance of using taxpayer money wisely and ensure they get the greatest return from every dollar spent. Not exceeding the approved budget is important. However, obtaining the greatest value from the money and assets they are entrusted with is equally important.

Managing for value means doing the right things, the right way. It is a collective responsibility, requiring all members of the organization to continuously think about what they're doing, why they're doing it, and how they're doing it and ensure it's the most effective way of achieving the things they want to achieve.

In delivering the various programs, operations, and services, police managers essentially manage people, assets, contracts, information, projects, and processes. While it is difficult to prescribe how to manage for value, key areas to consider follow:

People: the largest expenditure and most important resource. People and how they are managed are keys to an organization's success. People represent the largest part of a law enforcement agency's budget and are its most important resource. Consequently, it is essential that law enforcement agencies draw the greatest value from their human resources—both uniformed officers and civilians.

To this end, it is important that

- quality and qualified people are hired, consistent with the organization's values and objectives;
- people clearly know the organization's expectations, priorities, goals, and objectives;
- people know their duties, responsibilities, and activities, and why they are important;

- people have the skills, knowledge, and information to do their jobs and are provided with required and effective training on an ongoing basis;
- absenteeism is managed so that people are at work as much as possible and are productive;
- procedures and training programs are in place to ensure the safety of the organization's people and the public they serve;
- standards, objectives, and appraisal processes exist to measure and provide feedback on how well people are doing;
- clear expectations exist with respect to how people should carry out their duties, and they are held accountable when their behavior, conduct, and performance do not meet the organization's expectations, policies, and values; and
- an environment of mutual respect is created, in which effective two-way communication exists, and members at all levels are comfortable bringing forward concerns or new ideas.

Effective supervision: usually the difference between success and failure. Proper supervision is vital to the health and success of any organization. Supervision is critical

The Toronto Police Service business analysis teams map and analyze key business processes. The teams are comprised of frontline officers who have been trained in business analysis.

to managing risks; ensuring the organization's objectives, services, and priorities are achieved; and obtaining maximum value from all employees.

Good supervisors ensure people carry out their duties effectively and efficiently and in compliance with policies, procedures, and directives. Supervisors can cause an organization to succeed or fail, and a breakdown or deficiency at this level can prove costly from a compliance, a financial, a liability, and an operational perspective. All too often, however, organizations do not invest the time and effort to make sure supervisory staff know their responsibilities and are given the tools and training to properly do their jobs. It is therefore critically important that organizations make it a priority to develop well-trained supervisors who understand and consistently carry out their roles and responsibilities.

Processes: it's good to periodically challenge the status quo. Law enforcement agencies operate in a dynamic and ever-changing environment. Consequently, in order to be successful in day-to-day operations, police managers must continually review, analyze, and improve their processes and procedures to ensure they are up-to-date, efficient, effective, value-adding, and essentially contribute to the organization's objectives and priorities. This means challenging the status quo and past practices from time to time and making changes to help managers better achieve their objectives. Police managers therefore need to ask themselves questions such as the following:

- Are they deploying their uniformed officers efficiently and effectively?
- Are they patrolling the right areas?
- Are their enforcement activities effective and value-adding?
- Are they partnering with the community and other stakeholders effectively?
- Are they conducting investigations effectively?
- Are they taking full advantage of intelligence and other information and sharing it strategically and effectively?
- Are their hiring procedures efficient, effective, and conducive to recruiting and promoting the best and most qualified people?
- Do their organizational structures make sense from a functional, operations, service-delivery, and management perspective?
- Are their support services effectively and efficiently enabling the achievement of their core policing objectives?

The Toronto Police Service recently established business analysis teams to map and analyze key business processes to determine the effectiveness and efficiency of the processes and to recommend improvements that take advantage of opportunities, mitigate risks, and essentially increase the overall value of the people deployed to the process or activity. The business analysis teams are comprised of frontline officers who have been trained in business analysis. Technology is used, as appropriate, to facilitate key functionalities and information requirements and to further streamline the process and increase efficiencies.

Recognizing the importance of offender management in crime reduction, the Toronto Police Service decided to examine the offender bail compliance process. The result of this review was the establishment of a dedicated Bail Compliance Unit (BCU) in each police division. The Toronto Police Service's BCU consists of officers trained and dedicated to perform frequent but random bail compliance checks on violent offenders. The establishment of these units enables heightened offender management, including the location and apprehension of serious offenders who are wanted on warrants. To assist the officers, a Web-based bail compliance program was designed in conjunction with the Toronto Police Service's information technology division. This program contains automated features designed to meet the key information requirements of the BCU.

Projects: doing the right things, the right way. Many law enforcement agencies have capital budgets to provide funding—usually from the issuance of debt—for large facility, equipment, and information technology projects that provide long-term benefits to the organization. Because governments have many competing infrastructure priorities, and at the same time are trying to keep their level of debt at a fiscally responsible and affordable level, capital funds are also very limited.

Law enforcement agencies must move forward on the right projects that will help meet their most critical priorities and key strategic objectives and that will provide the greatest return on their capital-budget investment. To this end, a comprehensive business case should be completed for each project outlining both one-time and ongoing costs, benefits, expected outcomes, and how the project is consistent with and will help achieve the organization's strategic plan and objectives. Also included should be the impacts of not moving forward on the project and alternatives considered to achieve the same outcomes and objectives. Developing a good cost estimate for the project and documenting the assumptions made in developing the estimate are very important from a transparency and accountability perspective and are an essential reference point if the cost estimate, scope, or schedule changes during the project life cycle. A thorough analysis of capital project requests is crucial to ensuring decision makers approve the projects that will provide the greatest value to the organization and that the limited capital funds are used wisely.

Once a project is approved, mechanisms must be put in place to ensure deliverables are achieved and that the project is completed on time and on budget. Proper planning; clear objectives and deliverables; and including people with the necessary expertise, knowledge, and skills to manage and work on the project are all critical to success. These mechanisms and strategies must be put in place through a well-thought-out project charter before the project is started.

In Toronto, effective project management is a priority for the police service, which has established a formal project management

framework. All major facility and information technology projects have steering committees comprised of command and senior staff that oversee and provide guidance to project teams. A project charter is developed for each project, outlining the scope, deliverables, timelines, and budget, as well as relevant risks, dependencies, and assumptions. The charter also designates the executive

sponsor, project sponsor, project manager, and key project team members and stake-holders and sets out the roles and responsibilities for each. Regular meetings are held by the project team and steering committee to ensure the project is on track and to identify any significant issues, so corrective action can be taken. Project management training has been provided to appropriate





uniform and civilian members as well as to command and senior officers to ensure all levels of the organization understand key project management principles, risks, and success factors.

Assets: make optimal use and ensure they are safeguarded. It is important that police agencies make optimal use of their assets, which include vehicles, facilities, computers, radios, firearms, and other equipment, so that the agencies obtain the greatest value from these assets and keep waste to a minimum. Appropriate action must be taken to protect assets by implementing effective preventive maintenance and state-of-good-repair programs. This will help reduce asset downtime, keep repair costs down, and assist in extending the life of the asset. In addition, it is important that effective procedures and mechanisms exist to safeguard assets from loss or damage.

Reliable information: it's difficult to operate effectively without it. Law enforcement agencies require and rely on information in conducting their day-to-day business and operations. Information technology and systems are business enablers that exist to process and provide accurate, reliable, and timely information for operations, decision making, and other purposes. It is therefore important that information systems meet the police agency's business needs, support administrative and frontline operations, and

provide the information required in a timely, efficient, and cost-effective manner. The investment required to purchase and implement information systems is usually significant, so it is essential that the right systems

Managing for value means doing the right things, the right way. It is a collective responsibility, requiring all members of the organization to continuously think about what they're doing, why they're doing it, and how they're doing it and ensure it's the most effective way of achieving the things they want to achieve.

are carried out in the right way and fit into the organization's computing environment and infrastructure.

Contracts: get the best value and hold vendors accountable. In addition to internal support resources, law enforcement agencies use external companies to provide various goods and services required in day-to-day operations. It is important that the organization's procurement processes are effective in getting the goods and the services they need, when they need them and result in the best price or value to the organization. Good contracts that are properly managed and that protect the organization's interests must be put in place so that vendors can be held accountable for delivering the goods and the services requested at the cost to which all parties have agreed.

Performance indicators: measuring outcomes and outputs. As public sector organizations with no real bottom line, police agencies must have indicators in place that help measure how well they are doing. In this regard, outputs cannot be confused with outcomes. For example, increasing the number of contact cards, charges, or arrests are outputs. Achieving a lower homicide rate and decreases in other major crime categories are outcomes, as they show they are contributing and making a difference to the police service's overall objective of making its respective jurisdiction safer. Police agencies must have and use both output and outcome indicators to measure the performance of their operational and support functions, so corrective action can be taken if and as required.

Risk: must be managed, but it's not always a bad thing. Risk in a law enforcement agency can come in many forms, from the behavior or conduct of frontline officers to legal, operational, technological, and financial risks. Risk is usually heightened during times of transition or change, both in an organization's internal and external environment. Decentralized operations without

proper supervision can also increase risk. In addition, a lack of clarity regarding roles and responsibilities in operations or processes, and weak ethical values and practices, can contribute to a higher level of adverse risk in an organization.

It is therefore important that all key risks are identified and properly managed; failure to do so can adversely impact the operations of the organization; expose it to unnecessary financial and legal liability; and erode the confidence that elected officials, oversight bodies, and the public have in its police agency.

Risk management activities typically tend to focus on negative events and rely on diligent corporate compliance programs and control mechanisms for mitigation. However, being unable or unwilling to take advantage of opportunities is also a risk that could impact the value that police agencies achieve from their resources and operations.

Consequently, it is important to recognize that not all risks are necessarily bad, and that with proper analysis, controls, and tolerances, some level of risk is healthy and can actually result in a positive impact on the organization and on staff morale.

Managing for value: every police manager's responsibility. As governments struggle with a serious financial crisis, law enforcement agencies face significant budgetary pressures that impact and challenge police managers' ability to effectively deliver public safety services. It is therefore incumbent that police managers prepare budgets that focus on priorities and that result in the best value for every dollar that is spent. Most law enforcement agencies practice managing for value without really thinking about it. However, it is important that more rigor and thought is brought to the process so that police managers can justify their actions and activities and effectively demonstrate how they contribute to the achievement of the organization's objectives, priorities, and outcomes.

It is each police manager's responsibility to ensure that each respective organization achieves the greatest value from the budget and people they manage by setting clear expectations; measuring performance; identifying and eliminating waste and inefficiencies; and continuously looking for ways to improve the performance of the unit, division, district, or command. Managers should also be constantly promoting and reinforcing value for money and risk-management thinking among all their staff.

It is important to always keep in mind that any waste, inefficiency, or project cost overrun in one area prevents a valuable activity or project from being done in another area, thereby reducing the overall return provided to taxpayers on their public safety investment.

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# **SPECIAL FOCUS:**Weapons and Tactics



# **Steyr's Advanced Long-Range Tactical Rifle**

Steyr Arms has introduced a new adaptation chambered in the long-range tactical round: the .338 Lapua Magnum. A prototype of the new rifle made its public debut in May 2010. The display of the prototype coincides with the successful conclusion of the extensive 10,000-round endurance and reliability testing of the new chambering in the SSG 08 at the Austrian factory.

The SSG 08 was designed to the specifications of Austria's EKO COBRA antiterrorism unit. The SSG 08 is based on Steyr's unique Safe Bolt System (SBS) action, which is bedded in a high-grade aluminum stock and mated to Steyr's direct trigger. The skeletonized stock includes a UIT rail along the length of the fore end, a built-in bipod post, multiple mounting points for user-customized Picatinny rail combinations, and a fully enclosed detachable-box magazine. The butt of the stock folds for transport and features an adjustable cheek piece; an adjustable butt plate; and an integrated, finely adjustable rear-elevation pod.

The cold-hammer-forged barrel measures 27.17 inches to maximize the potential of the .338 cartridge, and its 1:9 twist rate will stabilize bullets up to and including the 300-gr. HPBT Secnar projectile. The action, magazines, and stock were lengthened to accommodate the dimensions of the .338 Lapua Magnum cartridge. Because of the SSG 08's accuracy potential and ability to maintain supersonic speeds at distances in excess of 1,500 meters with the .338 Lapua chambering, a 20-MOA declination scope base is included for longrange optic. The .338 Lapua Magnum version of the SSG 08 also includes a newly designed heavy-duty bipod.

For more information, visit http://www.steyrarms.com.

# Smith & Wesson New .22 LR Pistol

Smith & Wesson Corporation has added a new model to the military and police series of firearms with the introduction of a semi-automatic pistol based on the M&P15-22 rifle—the M&P15-22P pistol. Engineered on a dedicated .22 LR tactical platform, the M&P15-22P offers



shooters reduced size and weight while retaining the same operating features and versatility of the full-length tactical rifle.

Built on a high-strength polymer upper and lower receiver, the M&P15-22P features a 6-inch carbon steel barrel with an overall length of 15 inches. The new pistol operates on a conventional blowback semi-automatic action and is standard with a 25-round detachable magazine. The M&P15-22P has a barrel twist of 1 in 15 inches and has been fitted with an A1-style flash hider. With an unloaded weight of 51 ounces, the tactical pistol offers limited recoil and economical ammunition. To aid in sight alignment, the M&P15-22P is standard with a removable A2-style front post sight and an adjustable A2-style rear sight. The standard sights on the M&P15-22P can be easily removed, providing owners the flexibility to mount myriad optics and sighting devices.

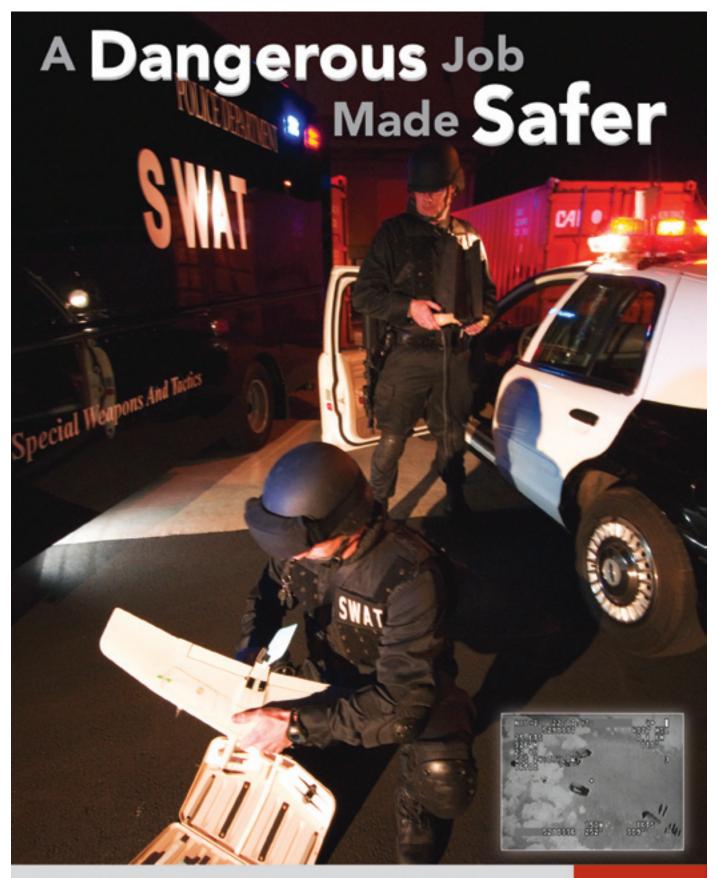
The M&P15-22P shares other common design features with the full-length tactical rifle including an A3-style flat top upper receiver with quad-rail handguard along with a single stage trigger. The new pistol also features a traditional AR-15 style magazine release, bolt catch, and a two-position receiver mounted safety. By staying true to the 1913 Mil. Std. design, the pistol will accept after-market rail accessories along with most standard pistol grips and trigger systems.

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# **EMA Tactical**

EMA Tactical products allow converting of handguns into long-range carbines and assault rifles in a matter of seconds. The RONI allows accuracy inherent in the pistol engaging targets at fifty yards and beyond. User accuracy is improved because the sight line and rail height are above the barrel. The weight and design of the RONI reduces recoil and muzzle jump, providing increased rounds on target. Using the RONI, only one weapon is required for both close quarters and midrange engagements.

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# **SPECIAL FOCUS:** Weapons and Tactics

The 9.25-inch RONI's upper rail is long enough to accommodate a number of different sights, including a red dot plus night vision or red dot plus flip-up sights. RONI's upper rail is one piece construction, allowing the user to attach devices anywhere on the rail. The two 2.5-inch side rails allow the attachment of other devices including flashlights and lasers.

The design features an adjustable cheek rest, a five-position collapsible buttstock, and a folding grip. The ambidextrous design allows for ease of use by both left- and right-handed operators. The buttstock features a secure extra magazine mount positioned where it reduces reloading time but does not interfere with shooting. The RONI can be used with the buttstock in the closed position.



The safety features of the RONI include a safety shroud to protect the trigger for pistols without a conventional safety devise and a forward finger guard to protect the forefinger from the barrel shroud. The polymer design with aluminum reinforcement provides strength with the light weight needed for extended use.

For more information, visit http://www.ematactical.com.

# **MSA Tactical Carrier**

The T2 Tango Tactical Carrier combines a comfortable carrier with MSA's reliable NIJ-approved ballistic protection. It offers flexibility, comfort, and practicality for today's law enforcement applications. The Tango Tactical Carrier integrates MSA Paraclete's established Tango Body Armor cut and styling with a new drop-down front flap for easy cummerbund access. New front-load plate pockets, antiskid shoulder weapon stabilization, and choice of sizes and plates provide law enforcement officers with versatile and comfortable features. Other Tango Tactical Carrier features include the following:

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- Retractable groin protector
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- RAV-style cummerbund for better fit and stability plus accessory attachments
- Antiskid material for shoulder weapon stabilization helps to prevent rifle butt slippage
- Front flap MOLLE grid allows for front-vest accessory attachment
- Integrated communication cable/hydration tube routing
- Durable nylon Cordura construction
- Rear drag strap
- Fits 10-inch by 12-inch Level III or IV rifle plates



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The AccuPoint's rugged construction protects it from the toughest elements. It is crafted from aircraft quality, hard-anodized aluminum with a tube that is nitrogen-filled to prevent corrosion and eliminate fogging. A solid, black-matte finish eliminates glare and light reflection.

For more information, visit http://www.trijicon.com.

# **LEUPOLD Tactical**

The Leupold Mark 4 1-3x14mm CQ/T scope is an optical sight for tactical firearms such as the AR-15 and M-16, combining the strengths of a red dot sight and a variable-power riflescope. The clear, bright Leupold Circle Dot illuminated reticle is a bold aiming point for the operator, for instant target acquisition in close, fast engagements. It offers ten illumination settings, including two compatible with night vision equipment, to match any light conditions without overwhelming natural low-light vision. One AA battery powers the Mark 4 CQ/T for more than 600 hours at medium setting. At 1x it functions as a non-magnifying, illuminated sight for tactical scenarios at extremely close range. Dial up to 2x or 3x to accurately engage targets at medium ranges. Butler Creek flip-up lens covers, the Mark 4 CQ/T flattop mounting bracket, and a carry handle mounting stud are all included. The Mark 4 CQ/T scope is covered by the Leupold Mark 4 Tactical Optical Products Warranty while the electronic components are covered under the Leupold Electronics Warranty.



Leupold's patented DeltaPoint motion sensor discerns any movement of the sight and automatically activates the illumination. The auto-brightness sensor immediately and continuously samples the current lighting conditions to provide optimal reticle intensity, precisely matching the eye's natural ability to adapt to changing lighting conditions. The extremely rugged and lightweight magnesium housing provides nimble and precise handling, while the aspheric lens generates the widest field of view and best image quality ever produced in a reflex sight. Unlimited eye relief and copious amounts of elevation and windage travel make the DeltaPoint the perfect companion for virtually any firearm.

For more information, visit http://www.leupold.com/tactical.

# **iTAC Tactical Accessories**

iTAC tactical accessories is a new line built for law enforcement. iTAC engineers studied elite military forces to create the most intelligently designed holsters, magazine pouches, lights, lasers, and other tactical shooting accessories. Produced from durable materials, the iTAC accessories are rugged, reliable, and affordable.



The iTAC holster with Integrated Mag Pouch is utilizing a quickrelease retention lever that also contains an integral magazine pouch, offering the ultimate in performance and convenience. The features include a contoured fit holster, positioned to where the trigger finger normally rests; adjustment for the cant; rotation by 360 degrees for different applications such as the small of the back and cross draw; adjustment with the simple Allen key; a single magazine pouch; and a protective sight channel. Currently, the iTAC holster comes in right-hand models only.

For more information, visit http://www.itacdefense.com.

# **Desantis Holster**



The Desantis Intruder style #105 holster is designed for both concealment and comfort. It is tuckable and adjustable for both height and cant. The holster back consists of top-grain premium steer hide and the leather front component is finished with a supremely durable polyurethane film for lasting beauty. Each Intruder is molded from a genuine Kydex sheet to exact specifications. Currently, style 105 is available for Glock models 17/19/22/23/26/27; S&W M&P full-size and compact 9mm/40cal; colt 1911's (3-inch to 5-inch); and Springfield 1911-A1, Ultra Compact, Champion (3-inch to 5-inch).

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This posting of new member applications is published pursuant to the provisions of the IACP Constitution & Rules, Article II, Section 2(c). If any active member in good standing objects to any application, written notice of the objection must be submitted to the executive director within 60 days of publication. The application in question shall then be submitted to the Executive Committee and shall require the affirmative vote of two-thirds of the members of that committee for admission of the applicant.

The full membership listing can be found in the membersonly area of the IACP website (www.theiacp.org).

\*Associate Members All other listings are active members.

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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.

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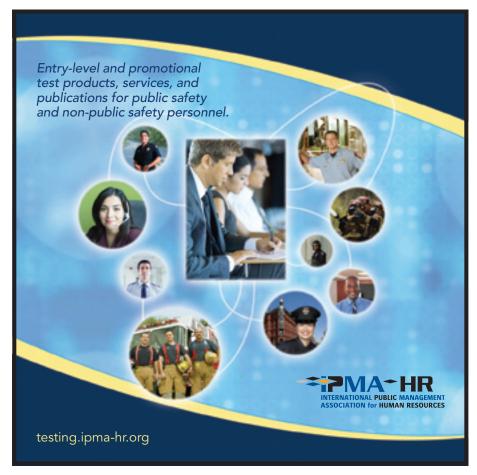
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For more information, visit http://www.gunvault.com.

Safes

Browning's Tactical Safe line-up—the Tactical Series Mark I and Mark II—are offered in two sizes, giving customers choices to store all types and sizes of firearms. Both safes are equipped with new anti-pry features, which make them more secure than earlier models. These features include the new Pry-Stop

End Bolts, a tight-tolerance door fit, chromed locking bolts, a fully reinforced integrated door frame, extended throw locking bolts, a force deflector locking mechanism, and other security features. Both models include the DPX Storage Systems exclusive to Browning.

For more information, visit http://www.browning.com.



# Binoculars

For 2010, Nikon Inc. takes the popular Travelite binocular to a new level of performance. This next-generation binocular is available in 8×25, 10×25, and 12×25 models and features advancements normally seen on much higher priced models. By utilizing Nikon's bright, multicoated optics and BaK4 high-index prisms, the Travelite delivers a brighter, sharper view during critical early and late periods. Turn-and-slide eyecups and central focus knob make using the new Travelite simple, and its rubber-armored body protects against hard use.

For more information, visit http://www.nikon.com.

# Performance evaluation software

Wayne Enterprises Inc. announces the newest upgrade to its Revolution law enforcement evaluation software. The absence of accurate and timely evaluations can cause departments to maintain poor performers and lose good officers. Revolution serves a dual purpose in evaluating the performance of current and newly hired officers. The web-based evaluation program creates daily, weekly, monthly, and annual performance evaluations. The software is modified to meet individual department needs with password protection and assigned access levels to maintain data security. A finalization feature prevents evaluations from being changed after the officer's signature.

For more information, visit http://www.revolution911.com.

# Tactical boots

Thorogood's Platinum USA Tactical Footwear Series is engineered to supply instant comfort, to provide sure footing, and to deal with debris. It combines athletic shoe elements that help officers perform at their best while delivering the kind of toughness the wearer needs to be confident in the equipment. It does this through construction elements incorporated to provide protection, performance, and comfort. Protective features include a flexible L-Protection insole to defend against punctures; a waterproof Sympatex barrier to block out fluids and blood-borne pathogens, and thick, full-grain black leather that resists damage from water, cutting, and heat exposure.

For more information, visit http://www.weinbrennerusa.com.



First Choice Armor announces the NIJ 0101.06 certification of its latest Synergy series of soft, flexible, highperformance, lightweight body armor. This new model is available in concealable and tactical body armor configurations. First choice Armor's newest armor model, Synergy IIIA XS6S, is an exciting addition to the popular Synergy series, which is available in standard sizes and may be custom fit upon request. The Synergy IIIA XS6S is certified in C1 to C5 sizes and is listed on the compliant products list at http://www.justnet.org, which makes it available for Bullet Proof Vest Partnership (BVP) funding.

For more information, visit http://www.firstchoicearmor.com.



# Power inverters

Adamson Industries Corp., a provider of public safety vehicle equipment and installation services, introduces Thor Power Inverters. Thor inverters are designed and built for the professional user, with the highest testing specifications and quality demands. While almost all inverters on the market today are rated at their peak output, Thor builds in a 10 percent reserve capacity so customers are never left without power. Features include overload protection, smart surge control, short circuit protection, and manual reset if the inverter shuts down.

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

# Portable, protective tent

BKForensics announces the launch of another unique product designed specifically to help the law enforcement community:

BKForensics RF Tent. RF Tent is a portable, lightweight structure that can be erected inside or outdoors in less than 30 seconds and can be used to protect items such as cell phones, explosive devices, and remote-controlled objects from exposure to radio frequencies. Made from nylon, RF Tent offers shielding effectiveness of 30 MHz to 3 GHz. It is approximately six feet by six feet by seven feet and features a walk-in entrance and room for more than one examiner, as well as a workbench and other materials. BKForensics can customize tents to fit individual specifications if necessary.

For more information, visit http://www.bkforensics.com.



# Handgun

The Kahr P380, from Kahr Arms, is now available in a Black-Out version, the new KP3834, for a sleek, subtle concealed carry option. It has a black polymer frame, just like its P380 match, but features a matte-blackened stainless slide for a completely different look. The blackened coating has been used successfully in the knife industry to protect blades from corrosion and scratches. The KP3834 maintains the same measurements as the original P380 and features a 2.5" premium Lothar Walther match grade barrel. Its weight is 9.97 oz. without the magazine. The KP3834 also has drift adjustable, white bar-dot combat sights with optional tritium night sights. 🍫

For more information, visit http://www.kahr.com.



# WHAT WILL YOUR LEGACY BE?

# By John Clark, Director, U.S. Marshals Service, Arlington, Virginia

hen Cal Ripken Jr. ended his 21-year run with the Baltimore Orioles, many wondered what would be next on the superstar's plate. Never one to shy away from challenges, Cal Jr. dived headfirst into the grand vision he shared with his brother, 12-year Major League Baseball veteran Bill Ripken: spreading their father's love for the game of baseball worldwide. With their planning under way, the brothers realized that the passion for the game they loved was only a small part of their larger mission: a desire to honor their father's legacy by impacting kids from all circumstances.

who might follow them in the batting cage or on the field. Also, it was better to take 20 ground balls the right way, developing good habits, than to take 100 the wrong way and develop bad habits. Just as in life, Cal Sr. told his protégés, individuals need to show respect to those around them and develop good life and work habits. For Cal Sr., each baseball fundamental could be linked to a life skill fundamental.

As a man who believed if you could touch it, you could fix it or change it, Cal Sr. left a legacy of his desire to serve all children by helping to build the Boys & Girls Club in his hometown. Did he just

with the intent of using baseball- and softball-themed programs to help youth in the United States' most underserved areas develop character and find avenues to success. While Cal Sr. believed in fixing what you could touch, by physically laying brick and sod at a facility to serve youth, Cal Jr. and Bill have a larger vision. They want to align themselves with others who share their vision, passion, and desire to serve youth and have a lasting impact and legacy spreading far beyond their town or community.

Since 2003, the foundation has provided millions of dollars in grants and has served

"When my family started the foundation, in honor of our dad, our main goal was to have a positive impact on youths in communities in need. The foundation has experienced wonderful growth, and partners like the International Association of Chiefs of Police make that possible. Steve Laurent, Neil O'Leary, and James DiPaola are three officers that have shown a strong commitment to helping kids, and I appreciate how they have embraced the message of the Cal Ripken, Sr. Foundation.

—Cal Ripken Jr., Vice Chair, Cal Ripken, Sr. Foundation, Baltimore, Maryland

"The United States Marshals Service has been honored to join forces with the Cal Ripken, Sr. Foundation to promote the agency's core values of justice, integrity, and service through the Badges for Baseball program. The most important component of the program is the relationships we're building between children and law enforcement as mentors. Many of the kids that we serve don't have role models, and the deputy marshals teach the children about what it means to make good choices while showing them how to resist gangs, drugs, and temptations of criminal activity. As a law enforcement professional, when I see youngsters turn the right way—go the Ripken way—I know then that they're going to be good citizens. It's time to step up to the plate for kids, and that's what we're doing."

—John Clark, Director, U.S. Marshals Service, Arlington, Virginia

Cal Ripken Sr. dedicated his life to kids by reaching out to all types of youth, regardless of talent or circumstance. Cal Ir. and Bill remember fondly how they would "steal time with Dad" on Saturdays in neighborhood parks and fields in small towns and cities while Cal Sr. coached youth from the local community on baseball fundamentals, all the while instilling the work ethic now synonymous with the Ripken name on everyone he coached. Whether it was a local kid in the neighborhood, a future professional athlete, or anyone in between, Cal Sr. taught them how "baseball is just a walk of life, and everything you do in this game you do in life." For example, each time youths hit a bucket of balls, it was their responsibility to go and pick them up, showing respect for anyone

lend his respected name to fund-raisers and charity appearances? No, Cal Sr. literally helped to lay brick and sod and hammer nails at the new facility. To him, it wasn't about fame or heroism. As Cal Jr. and Bill fondly recall when they talk about their dad, it was "just what you do." Many years after Cal Sr. had hammered the last nail at the Boys & Girls Club, Cal Jr. and Bill honor their Dad the best way they know how: by sharing a love of baseball and a respect for the value of life with youth across the country through the work of the Cal Ripken, Sr. Foundation.

With their vision in mind and an unbending spirit of iron, the Ripken family set out to bring the teachings of their father to a new generation. In 2001, the Cal Ripken, Sr. Foundation was created

more than 745,000 youth, and in 2006, Cal Ir. and Bill helped push its mission forward with two programs that today form the cornerstone of all of the foundation's work across the country. First, the life lessons Cal Sr. taught each day on the field were put on paper when the foundation unveiled the Healthy Choices, Healthy Children character education program. Shortly after, Badges for Baseball was born. Badges for Baseball is an innovative approach to juvenile crime prevention that aims to reshape the perceptions many youth have toward law enforcement. One of the tenants of the Ripken Way passed on from Cal Sr. to his sons and now to youth-serving organizations nationwide is to "keep it simple." The Badges for Baseball program takes a simple concept: bring police officers and

kids together to play, learn, and communicate. The result of this simple concept can help to bridge the gap between law enforcement and young people in at-risk communities in cities across the country. A community can begin to come together on a ball field, where youths can learn the basics of baseball and of life from adult law enforcement mentors. Rather than being seen as enemies, law enforcement officers become known as coaches, mentors, friends, and teammates. This is crime prevention at its core, teaching youths vital life lessons, setting goals for their futures, and showing them that they, too, have the power to do great things. As Robbie Callaway, chairman of the foundation's board of directors, said, "It is our goal that these programs translate into new beginnings and positive futures for the thousands of young people we serve each year."

# Newport News Police Department Officer Steve Laurent

While the communities may look different, the statistics may be different, and the immediate needs different, one thing remains constant: the youths. Unfortunately, far too many children are left with no place to go and nothing to occupy those hours between 3 p.m. when schools let out and 8 p.m. when it becomes dark and is time to return home. In Newport News, Virginia, the police department observed many children looking for something to occupy their time after school. Officer Steve Laurent was one of the first volunteers to sign up when asked to participate in the new Badges for Baseball program at his local Boys & Girls Club; that was three years ago.

Just like many of his peers, Officer Laurent had wanted to help and was looking for an entryway into how to protect and serve his community through the youths he saw each day during his patrol. "I saw the Badges for Baseball program as that chance to get into my community, meet youths, and help bridge a gap in the neighborhood between my department and the people we are here to protect," Laurent said. "While we speak of crime prevention and serving our community, it is not as easy as just walking into a place where youths are and saying, 'Look at me, listen to me.' I learned quickly that it was a process that would take patience and a commitment. I had to lay a foundation with the youths, step by step."

Just as Cal Sr. had helped to build his local Boys & Girls Club brick by brick, Officer Laurent began to bridge gaps in his community by one seemingly small act at a time:

I would go to the Boys & Girls Club and bring my Segway, hang out and play pool in the game room, or let the kids explore my police cruiser. Slowly, each seemingly small

activity brought me one step closer to building a real sense of trust with the children. One of the first times I attended a baseball game, a young girl ran over to me and asked, "Are you here to keep an eye on us? Are you here for security?" I said, "No, I am just here to watch the game." They no longer ask these questions when I show up in uniform to watch a game, or stop by to play pingpong at the club. Now they know I am just there to support and encourage them.

Through the programming provided by the Cal Ripken, Sr. Foundation, I have had the opportunity to work with kids in my community. I have seen youths deemed "at risk" choose to go to baseball practice instead of hanging out on the street corners.

Now affectionately known on the baseball field and at the Boys & Girls Club as "Old Faithful," Officer Laurent has mentored countless youths by simply continuing to show up, by making a commitment to his community, and by having the power to impact boys and girls both on and off the baseball field. The Badges for Baseball program has afforded Officer Laurent the privilege of watching children and teens make the transition into not only great baseball players, but also great people and leaders in Newport News.

# Waterbury Police Department Chief Neil O'Leary

About 500 miles north of Newport News, Virginia, located in the heart of a city formerly known as the "Brass Capital of the World" is a place of learning, both in the traditional classroom setting and many nontraditional, activity-based settings. The Waterbury, Connecticut, Police Activity League (PAL) aims to provide positive support to children so they can achieve their goals and become productive, responsible members of the community. The need is great, and the statistics don't lie: more than 60 percent of PAL families live below the poverty line, including 46 percent who have a family annual income of less than \$10,286.

A leader in his community, Chief of Police Neil O'Leary has helped to build the Waterbury PAL into a model of inner-city police prevention and service. Since Chief O'Leary was named chief of police in 2003, membership at the Waterbury PAL has increased from 100 youths to more than 1,900 in 2007. Just as Cal Sr. taught, Chief O'Leary passes on the belief that "every child deserves an opportunity to realize their potential. It is amazing to watch these kids grow, learn, and develop confidence. They are the leaders of tomorrow."

# Chief O'Leary said:

At PAL, we are always looking for innovative and fun programs to engage more kids. When I learned of the Badges for Baseball and Healthy Choices, Healthy Children pro-

# IACP Recommends Badges for Baseball

The IACP governing body considered a recommendation for the IACP Community Policing Committee to endorse the "Badges for Baseball" initiative of the Cal Ripken, Sr. Foundation. As a result of this review, the governing body is recommending the Cal Ripken, Sr. Foundation and its "Badges for Baseball" initiative to the members of the IACP as a partnership opportunity to reduce crime and build relationships with the youths of their communities.

grams, the link with our organization was so natural. We have seen these programs bring youths onto the softball field and provide baseball teams with much-needed new equipment from the Cal Ripken, Sr. Foundation, and, as a result, we have seen a demonstrable reduction in crime and improvement in the quality of life for Waterbury citizens and neighboring communities as a direct result of these programs.

With strong leadership in Waterbury, Chief O'Leary has built the Waterbury PAL into a place where kids want to be each day. "My officers are committed to the Badges for Baseball program and even more so to the hundreds of youths who pour into our PAL center to play any of the sports we offer," he said. "These same youths, if not given a safe place or fun and engaging activity, might otherwise join so many of their peers in our detention programs. By giving them opportunities to choose positive activities, we are building a community of prevention, not detention."

Chief O'Leary recently retired from the Waterbury Police Department. Just as Cal Jr. and Bill help to inspire mentors to honor their father's legacy, Chief O'Leary has inspired those tasked to protect and serve Waterbury to build the community of crime prevention. By reaching young people before they meet law enforcement in the back of a trooper car, PAL officers teach youths that they have choices to make each day that will impact their lives for years to come.

# Middlesex County Sheriff's Department Sheriff James V. DiPaola

Just up the road in Middlesex County, Massachusetts, Sheriff James DiPaola has passed on his passion to serve the community to his deputies and the children he calls his "young cadets." Said Sheriff DiPaola:

When I was a young boy growing up in Malden, Massachusetts, my friends and I were always a little curious about police officers and firefighters. As I got older, I got

# WHAT WILLYOUR LEGACY BE? =

to know some local public safety officers. The more I learned about them, the more I looked up to them; they were my role models. When I began my career in law enforcement, I wanted to help show others how special these men and women are in communities, and how important their jobs are to the future of our cities. That is why a decade ago, as the Sheriff of Middlesex County, I launched a bold crime prevention idea: a free, summer youth public safety academy for children aged 9 to 11 years old that mixes public safety lessons with fun, energetic activities.

Since its inception, the Sheriff's Youth Public Safety Academy has helped build confidence and teamwork in thousands of young people and establish those important relationships with local law enforcement personnel. These connections help to create trust between children and public safety professionals across Middlesex County.

The Sheriff's Youth Public Safety Academy is a weeklong program offered at no cost to residents of selected communities. Transportation, lunch, and all activities are provided by the Middlesex Sheriff's Office in conjunction with the local police, fire, and emergency services personnel. During each week, deputies, local police officers, firefighters, and emergency medical technicians work with the young



cadets to show them the importance of public safety. Activities include K9 demonstrations, fire safety house demonstrations, a fingerprinting program, police and fire department tours, bicycle safety, safe surfing on the Internet, and much more. Cadets leave the academy feeling empowered by the roles they can play in making their homes, schools, and communities safer.

# Said Sheriff DiPaola:

When we partnered with the Badges for Baseball program in 2007, I was immediately struck by the similar philosophy and format. The program became an instant success and helped to provide opportunities for my young cadets during the spring after-school hours and to enhance my youth academy program throughout the summer. By bringing together children of all backgrounds, along with police, fire and sheriff's personnel, parents, schools, volunteers, and entire communities, we have had the ability to help bridge gaps in communities across my county. For 12 weeks in the spring, our local police departments and community partners ran Ripken Quickball games in their local schools and recreation centers, inviting kids and their families into a gym for a few hours to play and learn about teamwork, leadership, and sportsmanship, as outlined in the foundation's curriculum and capitalizing on the teachable moments in the game.

The spring season culminated with a Quickball tournament and carnival on the grounds of the Middlesex Sheriff's Office Training Academy. That day, rain and wind could not keep the players away, as more than 400 children from 13 towns competed in Quickball games and enjoyed lunch and entertainment. Sheriffs, police officers, and deputies threw thousands of pitches to boys and girls while parents, grandparents, and the local community came to cheer the participants.

"We even had the opportunity to reward 16 great kids with a trip to the Ripken summer camp experience," said Sheriff DiPaola. "Many of the recipients had never left Middlesex County, let alone Massachusetts. They began the trip to the camp in Maryland tentative and as individuals, but returned to the youth academy as a team: working, playing, and laughing together in the true spirit of the program."

He added that although the exercise, sports, and life lessons the children gained are paramount, the creation of friendships and strengthening of bonds between youth and local law enforcement officers is the necessary act that will ensure local children become a healthy, successful generation of leaders.

"With programs such as Badges for Baseball and the Sheriff's Youth Public Safety Academy, we are providing healthy alternatives to the negative temptations children face in today's world," Sheriff DiPaola said. "We are showcasing the all-stars of the law enforcement world to create positive role models. We are instilling values to protect America's youth and help them grow. In law enforcement, just as in baseball, there is no substitute for being safe."

# **Building a Legacy**

In 2009 alone, more than 28,000 young people from 72 cities and towns in 15 states participated in the Badges for Baseball program. The Cal Ripken, Sr. Foundation trained 628 law enforcement officers as coaches and mentors for the program. In each of those communities, there are men and women carrying on the legacy of Cal Sr., laying the foundation for a brighter future for boys and girls. Officer Steve Laurent, Chief Neil O'Leary, Sheriff James DiPaola, and hundreds of other mentors across the country can reach out and enact meaningful change in their communities by simply coming together at a baseball field or in a gym for a few hours after school.

The Cal Ripken, Sr. Foundation is working to expand Badges for Baseball nationwide. It currently has statewide Badges for Baseball programs in Massachusetts, Mississippi, North Carolina, Maryland, Wisconsin, and Virginia. In addition, the foundation is working to identify funding for programs in several other states in partnership with attorneys general and governors, including those in Connecticut, Maine, Florida, Arkansas, and Kentucky. The foundation works to identify resources to provide cash grants, equipment, and educational materials to support local efforts. The Cal Ripken, Sr. Foundation serves as the lynchpin of collaborations that bring government, law enforcement, and community youthserving organizations together. Communities benefit by offering at-risk children mentors and opportunities to play, learn, and grow into productive, caring citizens.

The Cal Ripken, Sr. Foundation and the Badges for Baseball program has afforded Cal Jr. and Bill the means to honor their father by finding willing mentors who teach the lessons of teamwork, respect, and work ethic that their father taught to baseball players young and old throughout his life. While Cal Jr. and Bill cannot directly serve the 28,000 youths involved in the program, they can pass on their vision and provide the opportunity for law enforcement mentors and communities to carry on a legacy bigger than themselves to children who may never meet the Ripken family. �

# IACP Workshop on Assessment Centers and Promotional Testing

San Diego, CA
June 28–June 29, 2010 (Monday and Tuesday)





Every professional police and public safety organization is faced with the challenge of developing fair, efficient, and cost effective methods of evaluating candidates for supervisory and leadership positions. At the same time, agencies must be concerned with developing procedures that meet professional standards and legal guidelines, that are valid and reliable, and that have been successfully defended when challenged in court. More and more, agencies are using the assessment center method, a proven technique in identifying the most qualified supervisors, mid-level managers, and senior police leaders.

The assessment center is a well-established and powerful technique that can assist agencies in making promotional decisions. The typical assessment center is made up of a series of exercises, such as in-baskets, interviews, and role-play scenarios that directly simulate the challenges that successful candidates will face in the target job. Placing candidates in the situations they will encounter after promotion and systematically evaluating their performance results in unique and deep insights into candidate behavior.

This workshop will explore the many facets of assessment centers, from job analysis to exercise development, from technology to administration. Much of the workshop will consist of hands-on sessions and small-group interaction designed to give participants a practical understanding and overview of the full range of issues related to assessment centers. In addition, other topics related to promotional testing will be addressed, including legal concerns and the development of multiple-choice promotional examinations.

**Program Tuition: \$500** 

# To Register:

Call 1–800–THE–IACP, ext 221, Shirley Mackey or visit our Web site: http://www.theiacp.org/ACWorkshop

# **Hotel Reservations:**

The Catamaran Resort Hotel and Spa 3999 Mission Boulevard, San Diego, CA 92109 Telephone: (1+800) 422–8386 Hotel rates are \$155.00 per night for single or double room occupancy.

The cutoff date for reservations is June 1, 2010. https://shop.evanshotels.com/catamaran\_groups/iac0627c10.html

# For more information about the workshop, contact:

Tia G. Young young@theiacp.org 800-THE-IACP, ext 269 (703) 836-4544 (fax) http://www.theiacp.org/ACWorkshop

# **Moments of Truth in Policing**

# By Sean Duggan, Assistant Chief of Police, Scottsdale Police Department, Arizona

ypical of a late Saturday evening, the emergency room at Scottsdale (Arizona) Health-care Shea Medical Center bustled with activity. Emergency room staffers tirelessly attended to assorted illnesses and injuries that routinely occupy their shifts. Also present in the emergency room that evening was Scottsdale Police Officer Thomas Goodson, following up on an assault investigation. Shortly after he arrived, he heard a commotion in the examination room next to his and walked out to the hallway to see what was occurring. He observed a frenzied but well-choreographed response by emergency room personnel attempting to save the life of a patient in cardiopulmonary distress. In the midst of the stream of doctors and nurses rushing to the room, Goodson saw an elderly woman, who appeared to be the patient's wife, sitting alone in a chair across the hall. She seemed dazed and overwhelmed by the valiant lifesaving efforts taking place in her husband's room. Noticing her anxiety and confusion, Goodson grabbed a chair from the nurses' station and sat down next to her. He engaged her in conversation, asking her questions about herself, her family, and anything else that would keep her mind off of the traumatic scene unfolding.

Down the hall attending to another matter was Goodson's supervisor, Sergeant John Zobel. He later recounted how, in the middle of the hectic scene at the hospital, he watched Goodson caringly walk over to the elderly woman and show her kindness and compassion at a time when she needed it most. When Zobel returned to his office, he discovered a phone message from the charge nurse at the hospital that evening, extolling Goodson's benevolence. She explained that, although she and her staff were occupied providing lifesaving efforts and were unable to attend to the patient's wife, she and her colleagues noticed the officer's actions and were deeply moved.

Goodson's act of compassion had a profound effect not only on the elderly woman, but also on all those who observed and subsequently learned about his goodwill towards another human being in distress. Besides being a great example of the type of caring behavior a community would like to expect from its police officers, Goodson also was a perfect example of an officer recognizing a "moment of truth" opportunity to make a lasting impact on others.

# The Moments of Truth Philosophy

Moments of truth in policing is a philosophy that considers each police contact as an opportunity to reduce and prevent crime by winning the respect, trust, and support of the community. It is modeled after Jan Carlzon's approach to customer service while serving as the leader of Scandinavian Airlines in the late 1980s. In his book, *Moments of Truth*, Carlzon describes how he was able to turn his uninspiring and financially troubled airline into a profitable industry leader.<sup>1</sup> Carlzon

accomplished this primarily by focusing on enhanced customer service manifested through what he described as "moments of truth." He recognized each interaction between an employee and a customer as a moment of truth, or an opportunity to win over that customer. Carlzon encouraged his employees to recognize and take advantage of every opportunity to interact with potential and current customers and win their confidence, their high opinion, and their business.

Richard Hammond, former customer relations manager at New York's Madison Square Garden, also recognized the significance of each employee-customer contact. Throughout his 25 years of service at the Garden, Hammond reinforced the importance of winning lifelong customers through successive positive individual contacts. He believed when a customer is alienated, that customer passes on that disaffection to family and friends, resulting in alienation of successive generations of potential customers.<sup>2</sup>

Depending on the size of the law enforcement agency, moment of truth opportunities present themselves each day by the hundreds and even thousands. Every contact an officer has with a citizen, from the way the officer looks in uniform to what the officer says and how it is said, are all opportunities to win over—or, alternatively, alienate—the customer. But first, the officer must recognize these opportunities.

# Moments of Truth and the Scottsdale Police Department

For more than a decade, law enforcement agencies across the United States have experienced dramatic and sustained reductions in crime. More officers on the street, advanced technology, enhanced crime analysis, strategic deployment of resources, addressing minor crimes, and focusing on repeat offenders all have contributed to declining crime rates. Still another underreported and less-attributed factor has played a significant role in the recent crime reduction trend. Scottsdale, Arizona, with a population of nearly 250,000, is experiencing some of its lowest crime rates in more than 20 years. In fact, the Uniform Crime Report Part 1 crime rate is almost half today from what is was in 1987, even though the city's population has grown by more than 125,000 residents.3 While many of the above-mentioned factors have influenced the overall reduction of crime in Scottsdale, another notable factor deserves equal, if not greater, attention: a focus on community partnerships and participation.

With the inception of the community policing philosophy and a renewed focus on crime prevention in the mid-1990s, the Scottsdale Police Department recognized that safe communities are developed and maintained through community partnerships and participation. The public's willing cooperation to help prevent crime and disorder is the cornerstone of the agency's system of policing and has significantly contributed to Scottsdale's considerable crime reduction in recent years. The Scottsdale Police Department shares Carlzon's views on moments of truth and implemented a moments of truth philosophy within the department, viewing each citizen contact



as an opportunity to win the respect, trust, and support of the community. Realizing the community is the first line of defense against crime and the most essential component in its prevention, moment of truth contacts reinforce the community's resolve to help police agencies develop and maintain safe neighborhoods.

# The Role of Leadership in Moments of Truth

Although self-initiated activity is expected and encouraged among law enforcement officers, the overwhelming majority of police work is generated externally by the community. Instead of always having officers react to calls for service after an incident has occurred, citizens can participate in preventing crime and disorder on the front end—a practice made more likely after these citizens have experienced positive moment of truth encounters with the officers they could be helping. As Sir Robert Peel said in his timeless philosophy of law enforcement 180 years ago, preventing crime and disorder is the primary mission of policing. Crime prevention promotes the health and welfare of a community instead of merely curing the illness—in this case, the crimes. It proactively reduces the threat of crime and enhances the sense of security and the quality of life within the community.

Police leaders, however, play the most critical role in adopting and advancing an agency's renewed focus on customer service. Scottsdale police leadership formally introduced the moments of truth philosophy to their organization in September 2008. An illustrative article in the agency's monthly employee newsletter explained the theory, history, and advantages of moments of truth. All employees were encouraged to submit for publication examples of employees proving enhanced customer service through moments of truth. Throughout succeeding months, command staff discussed and reinforced moments of truth with employees at squad briefings, manager meetings, and employee forums. Almost immediately, supervisors began to submit examples of positive moment of truth encounters through their chains of command to underscore personnel performance. Soon, employees at all levels and across all bureaus began to draw attention to the many examples of moments of truth carried out by their peers and manifested through enhanced customer service. From line-level personnel to the chief of police, moments of truth are now part of the department's vernacular and culture. These published moments of truth can be accessed at http://www.scottsdaleaz.gov/Police/about/Customer/MOT.asp.

# Moments of Truth in the Current Economic Climate

Winning over the customer in policing in order to prevent crime and work in full partnership with the community has never been more essential than it is currently.

The economic turmoil across the United States has sent shockwaves through police departments of all sizes by slashing budgets, reducing staffing levels, and threatening existing low crime rates. By concentrating their efforts on recognizing and encouraging moment of truth encounters by their employees, police chiefs may counteract some of the damaging operational and quality-of-life impacts brought on by the ailing economy. In order to insulate fundamental front-line police services, such as patrols and investigations, from sweeping budgetary reductions, many departments have been forced to eliminate or severely decrease community outreach and crime prevention initiatives. Programs developed and honed over the past 20 years are now at risk of elimination because of budget constraints. By embracing and promoting the moments of truth philosophy in their agencies, police leaders can bolster a community's support and willingness to participate in preventing crime.

Although the moments of truth philosophy costs nothing to implement, it does require steadfast commitment and followthrough involving the entire chain of command, chiefly the executive leadership team. Police leaders at all ranks can model and promote the kindness and professionalism demonstrated by Officer Goodson on that late Saturday evening in Scottsdale. The benefits associated with this renewed focus on customer service are profound. Reduced crime through community partnerships and participation, and enhanced levels of community support, trust, and respect, are all possible when recognizing and treating each police-citizen contact as a moment of truth.

#### Notes:

<sup>1</sup>Jan Carlzon, *Moments of Truth* (Cambridge, Mass.: Ballinger, 1987).

<sup>2</sup>Richard Hammond, personal interview, 14 June, 1994.

<sup>3</sup>City of Scottsdale Planning Department, 2008.

Assistant Chief **Sean Duggan** is a 23-year veteran of the Scottsdale Police Department. He holds a master of science degree in Justice Studies from Arizona State University. He also is a graduate of the FBI's National Academy and the Law Enforcement Executive Development seminar.



# **Mentoring:**

# **Nourishing the Organizational Culture**

By James Uhl, Sergeant and Mentoring Coordinator, Whittier, California, Police Department, and Adjunct Professor of Organizational Leadership, Woodbury University, Burbank, California



entoring requires effort, patience, and commitment. However, like most challenging endeavors, its rewards far exceed its tribulations. Mentoring can be refreshingly nourishing to an organization and give it a boost to achieve greatness. If utilized genuinely, consistently, and strategically, it can remedy many organizational problems and provide an enriched work environment.

Mentoring benefits for protégés include

- increased likelihood for success, as mentors help protégés gain competency and avoid failure;
- assistance in setting goals and charting career paths;
- encouragement and opportunities for new experiences and professional growth;
- help to avoid pitfalls and learn through real-life examples;
- enhancement of feelings of worth to the mentor and the organization; and
- support to foster self-confidence by cheering achievements.

Many successful people attribute their achievements to a mentoring relationship. The first step toward institutionalizing mentoring in an agency is mentoring of new employees.<sup>1</sup>

The reciprocating benefits of a formal mentoring program cannot be overemphasized. Committed mentors usually find the opportunity rewarding and contributory. Mentors also play a significant role in crisis prevention, and effective mentors can help prevent misconduct. Mentors can teach members of an agency how to prepare for challenges in a healthy, constructive manner. A summary of benefits for mentors follow:

- Mentors are personally rewarded for spotlighting and developing talent.
- Mentors must be knowledgeable of department policies, procedures, and contemporary policing practices, and mentoring reinforces that knowledge.
- Mentors pave the way for others, thereby leaving their legacies in the department.
- Mentors are viewed as valuable in the organization and are respected by colleagues.

- Mentors obtain varying perspectives from their protégés, which generates creativity.
- Mentors reap the reward of feeling good about themselves by helping others.

"Frequently, people become mentors because they were previously protégés who experienced the rewards of a mentoring relationship. Others become mentors because they wished a mentor had been available to them during their careers. Whatever the reason, mentors derive great satisfaction from seeing a colleague succeed because of their efforts."

Formal mentoring programs can have their shortcomings, as good chemistry in the mentoring relationship cannot be guaranteed. Some formal pairings are simply not going to work. Nevertheless, this should not prevent the attempt, nor does it overshadow the larger message being sent to each employee: Everybody has value and has a right and a need to contribute, both organizationally and socially. Mentoring guides employees in achieving this message and reinforces an organizational belief. Employees are more likely to remain loyal and committed to an organization that has demonstrated a belief in them. This can be achieved with a consistent and sincere recognition of employee contributions and potential. Great mentoring leaders understand this concept. They genuinely care about their people and their development. Because of this, mentors know how to encourage others to perform at their highest potential. The best leaders teach their protégés to repeat this process and mentor others.

When protégés repay the organization by becoming mentors themselves, the cycle enables mentoring as a part of the department's culture.

# **Mentoring as Part of the Culture**

Max De Pree, the longtime chief executive officer of the Herman Miller furniture company, talks about the importance of what he calls "tribal storytelling." Every police agency has its very own historical context, value system, and stories that give employees a unique sense of organizational pride. "Tribal elders," or agency employees

with the most seniority, must routinely share these stories and their significance with others so the culture remains vibrant and purposeful. Effective mentors can and should be these tribal storytellers.

Mentoring must be an organizational endeavor that becomes part of the agencies' culture. Positive mentoring behavior needs to be embraced and modeled by the management team. It begins with an agency's leadership as a skill that can and must be learned. Top organizational leaders must expose their leadership teams to mentoring learning opportunities so the practice becomes a prevailing and enduring cultural assumption.

Leadership focuses more on followers than it does on leaders. U.S. Coast Guard Captain Bruce Jones articulated this best when he spoke of his organization's acclaimed response to the Hurricane Katrina disaster. "It's not about the plan," he said. "It's not about organizational charts. It's not about your processes. It's about your people and your leadership. It's about organizational culture. That's what's important."

Leaders have a responsibility to create a culture that supports and develops the careers of their personnel. Leaders who routinely invest in employee relationships and remain committed to their employees will also experience a followership that is committed to a shared purpose. In his definitive work on followership, Ira Chaleff states that followers and leaders should be orbiting around the common purpose, not around the leader.<sup>5</sup>

There is a sharp distinction between average leaders who attract followers (see figure 1) and great leaders who attract other leaders (see figure 2). Mentoring leaders not only want to succeed; they desire to replicate themselves, share power, and invest time in others. This is the very essence of creating leadership and mentoring at every level of the organization—and the reason why leaders must create a mentoring environment. All organizations are comprised of various levels and departments that should be working toward a common goal. Without mentoring leaders who are

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attracting and developing other leaders throughout the organization, these other levels will destructively compete against one another—or worse, decline into mediocrity. An organization cannot reach its full potential of greatness until its people are inspired to work toward theirs. Leaders who strive to create a mentoring environment clearly understand this dynamic.

# **Organizational Structure and Culture Considerations**

Understanding an organization's structural design is critical when implementing a mentoring program. Many agencies use organizational charts that emphasize hierarchy and chain of command. This design can lack interconnectivity among work groups. Often, the only portion of the chart with any interconnectivity is at the very top and this can discourage participation at lower levels (see figure 3). This does not mean a structural overhaul must be made prior to a mentoring program. Rather, it is done to illustrate limitations and challenges that may be faced when introducing formal mentoring in this environment.

As an example, compare the chart in figure 3 with the one in figure 4. The later reflects a more contemporary and participative model and sends a powerful message that the organization is willing to evolve and engage its employees.

If structural design is the framework of an organization, culture is its very DNA. Organizational culture is a pattern of shared assumptions learned by a group as its members work through various problems.<sup>6</sup> For a mentoring program to be accepted and successful, it must offer something that is lacking in the existing culture. Understanding the differences between organizational artifacts, espoused beliefs, and underlying assumptions will assist in successfully establishing a mentoring program in the existing culture.

**Artifacts.** Artifacts are the tangible objects of an organization. Examples include architecture; interior design; trophies; organizational charts; dress codes; acceptable language; and behavior. One can draw certain conclusions about an organization's culture by looking at artifacts. However, these conclusions may be inaccurate because they are merely superficial projections of personal reactions. One must be cognizant of artifacts but cannot rely upon them alone to form an accurate conclusion about an organization's culture or its willingness to embrace a mentoring program.

**Espoused beliefs.** Espoused beliefs are sayings or ideologies that profess organizational values. They carry a deeper meaning than artifacts. For example, many organizations profess a commitment to the development and recognition of their personnel. However, the true measure of these espoused beliefs would be consistent examples of when they have occurred. An employee-of-the-quarter plaque on display that had its last name added four years ago suggests this espoused belief is not really a part of the existing culture.

Underlying assumptions. Underlying assumptions are the most accurate measure of an organization's culture. Espoused beliefs become cultural assumptions when they enjoy repeated success. Assumptions are the best way to discern a mentoring program's likelihood of success. For instance, an organization's underlying assumption may be that new programs are suspect and rarely work. This may be based on previous failures where there was little follow-through or little perceived value or relevancy, or where the cost and effort exceeded the organization's level of tolerance and commitment.

# **Defining the Need for a Mentoring Culture**

Once an understanding of the organization's artifacts, beliefs, and assumptions is articulated, it is important to determine whether the organization is a process- or results-driven culture. Utilizing fact-based data and global trends and strategically wielding them so they overshadow past failures will assist. Following are some considerations that may prove helpful:

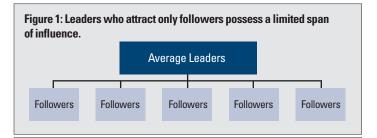


Figure 2: Leaders who mentor and develop other leaders influence the organization at all levels and increase effectiveness.

Great Mentoring Leaders

Leaders

Leaders

Leaders

Leaders

Leaders

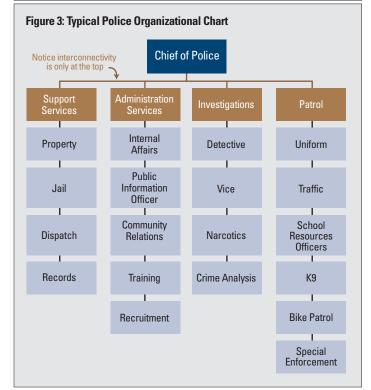
Leaders

Leaders

Concept from John Maxwell's, Mentoring 101

Leaders

Leaders



Educational considerations. College education is something that has become increasingly valuable in law enforcement. Several agencies pay incentives to those with college degrees or reimburse educational endeavors. Minimum educational requirements are now commonplace for promotions. An entire generation of seasoned officers, supervisors, and command staff is retiring at an accelerated rate. This is creating a void of experienced leadership. This also means that younger officers stepping in to fill these vacancies will most likely occupy formal leadership positions for many years. This will be problematic as it relates to the growth needs of police personnel.

The organization and community will certainly benefit from an educated workforce. However, college-educated and career-minded personnel might become frustrated as promotion opportunities evaporate. Attrition resulting in the loss of



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# **IACP Programs**

# **New Police Chief Mentoring Project**

The New Police Chief Mentoring Project, a component of the Smaller Law Enforcement Agency Technical Assistance Program, is funded by the U.S. Department of Justice, Bureau of Justice Assistance. The program formally matches newly appointed police chiefs with experienced chiefs for a period of three to six months. Mentors provide new chiefs with support and guidance and share information, such as problem-solving strategies, that can assist new chiefs in their role as law enforcement executives. There is no cost associated with participation in the New Chief Mentoring Project, and IACP membership is not required. New chiefs and mentors are eligible for participation if they serve populations of fewer than 50,000; new chiefs must be in their first one to three years as a new chief and mentors must have served as the chief of a smaller agency for at least five years. All participants receive a complimentary copy of the Police Chiefs Desk Reference, 2nd edition, in addition to other written resources. The guide features useful information on topics such as leadership, management, funding, and grant writing and includes a list of common mistakes that new chiefs often make. For more information, please visit http://www.iacpmentoring.org or contact Dianne Beer-Maxwell, Program Manager, at 1-800-THE-IACP, extension 844, or maxwell@theiacp.org.

# Leading by Legacy: Training for Rural Law Enforcement

The IACP, with support from the American Recovery and Reinvestment Act through the Bureau of Justice Assistance, U.S. Department of Justice, recently launched the Leading by Legacy Program: Leadership and Management Training for First Line Supervisors, Command Staff, and

Executives from Rural Law Enforcement Agencies. The program will provide training and technical assistance to increase stability in the leadership structure of rural police, sheriffs, and tribal departments and build capacity through linkages with regional, state, and federal resources. Through twoand-a-half days of interactive training events, participants will learn how to foster ethical leadership, plan for the future of their departments, and translate leadership to a successful legacy in their communities. Training events are scheduled to begin in July 2010, and a limited number of full travel scholarships are available. Additional resources currently in development include webinars, CD-ROM-based training, and onsite technical assistance. For more information, please visit http://www.theiacp.org/ LeadingbyLegacy or contact Ben Ekelund, Training Coordinator, at 1-800-THE-IACP, extension 838, or ekelund@theiacp.org.



high-quality personnel as they seek better career opportunities may become a significant problem. Because of this potential phenomenon, there has never been a better time than now to invest in the mentoring of an increasingly educated and motivated workforce.

Global and generational trends. Here are some cold, hard facts. Half of the baby boomers will be eligible to retire within the next decade.<sup>7</sup> This will produce the largest workplace shortage in U.S. history. The 70 million-strong millennial generation, whose members were born between 1977 and 1994, will take the

place of the boomers.<sup>8</sup> Millennials will have a profound impact on the workplace. Organizational leaders must understand and be prepared to deal with the challenges they present. A study on generational experiences revealed a distinct shift away from organizational loyalty.<sup>9</sup> Many consider the best way to win millenials' loyalty is by investing in them. A recent study of 10,000 employees from a variety of industries identified key drivers of employee retention. Four out of the five key drivers emphasized a desire for positive human relationships.

# **Key Drivers of Employee Retention**

- 1. Exciting work and challenge
- 2. Career growth, learning, and development
- 3. Working with great people and relationships
- 1 Fair nav
- 5. Supportive management/great boss<sup>10</sup>

Finally, the Pew Research Center found millennials are twice as likely as baby boomers to name as their hero someone close to them, such as a family member, teacher, or mentor.<sup>11</sup>

All three studies provide tremendous insight into the value of relationship-based leadership and mentoring. The millennials entering today's workforce will thrive under an environment of personal investment.

**Economic considerations.** Just a few years ago, the policing job market in California, just like many other places in the United States, was flourishing. The housing crash of 2008 and its subsequent recession changed everything. Police budgets have been slashed, and hiring has nearly come to a standstill. What was once considered a recession-proof industry is now seeing the advent of police layoffs and furloughs. This situation is not unique to California and is being reported throughout the United States.

Economic times are tough, but this will one day improve. It is critical then that leaders avoid a cavalier mind-set toward current employees. Where will these agencies be when they come to realize their lack of nurturing and human investment created a mass exodus of quality personnel when the economy improves? The cost of replacing employees is somewhere near two-and-a-half times their annual salaries. <sup>12</sup> This does not even consider the immeasurable costs of losing talented and experienced personnel.

Mentoring carries with it the transformational ability to inspire others to see far beyond their current state. It can help the employee





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# Institutionalizing Mentoring: A Step-by-Step Plan

- 1. Teach mentoring skills to all employees (sworn and civilian).
- 2. Demonstrate and support total agency mentoring.
- 3. Establish a formal new-hire mentoring process.
  - a. Appoint a mentor coordinator.
  - b. Identify an employee work group.
  - c. Draft mentoring policies and procedures.
  - d. Define mentor-protégé roles and responsibilities.
  - e. Select and train mentors.
  - f. Pair mentors and new hires.
  - g. Evaluate and fine-tune the process.
- 4. Create a career development mentoring system.
  - a. Identify a command coordinator.
  - b. Identify a supervisory work group.
  - c. Draft career-planning and goalsetting policies and procedures.
  - d. Define mentor-protégé roles and responsibilities.
  - e. Select and train mentors and protégés.
  - f. Pair mentors and protégés.
  - g. Evaluate and fine-tune process.
- 5. Initiate succession planning.
  - a. Facilitate chief in mentoring commanders.
  - b. Aid commanders in mentoring supervisors.
  - c. Assist supervisors in mentoring front-line employees.
  - d. Allow officers and civilian employees to mentor colleagues and new hires.
- 6. Position the chief to groom and prepare the successor.

Source: Harvey Sprafka and April H. Kranda, *Best Practices Guide: Institutionalizing Mentoring into Police Departments* (Alexandria, Virginia: Smaller Police Departments Technical Assistance Program, International Association of Chiefs of Police, 2004), 3, http://www.theiacp.org/LinkClick.aspx?fileticket=33FBrH%2B8xRE%3D&tabid=392.

view the part they play as one that is organizationally significant. It is up to leaders to create this environment and consistently remind employees of this fact. A socially innovative mentoring program is an effective and inexpensive way in which this can be accomplished.

# **Mentoring Success**

Successful mentoring programs should be made available to all newly hired sworn and civilian personnel. Protégés should be assigned mentors within the first week of being hired. Mentors should welcome, guide, and encourage protégés throughout their academy, field training, and probationary experiences.

From the beginning, mentoring programs should have a policy in place and be structured with a division of responsibilities and expectations. All mentors should be carefully selected and trained in the mentoring philosophy by an industry expert. The overall success and failure of any mentoring program is dependent on the quality and commitment level of the mentors themselves.

# **Mentoring Challenges**

Many mentors struggle in an area that John C. Maxwell calls "discerning people's success seeds." This is simply taking the time to identify and then nurture what will help protégés reach their full potential. Because of this, innovative methods must be identified to keep mentors motivated and committed to the development of their protégés. Meaningful training can help. Some training ideas include group dynamics, team building, conflict resolution, emotional intelligence, strategic communication, and ethics.

Employees who have excelled in the mentoring philosophy must also be organizationally praised and recognized. This will reinforce the value of their contributions and encourage others to perform in the same manner.

Another challenging aspect is effectively mentoring the mentors. As mentoring programs grow in members, it makes it nearly impossible for one coordinator to develop each mentor. The strongest mentors need to be identified and encouraged to take a leadership role in developing their peers.

Overcoming a departmental culture that embraces a process-driven or scientific approach to leadership can also be an obstacle. If the power base of the organization holds these assumptions, then building and maintaining a subculture of human investment and social innovation becomes challenging, if not impossible.

Finally, the greatest weakness of any mentoring program is when it is made available only to new employees. Growth and mentoring opportunities must be made available to new and veteran employees alike throughout every level of the organization. To achieve its maximum impact, mentoring must resonate throughout the entire agency. One of the primary goals of any meaningful mentoring program should be transforming the program into a shared cultural assumption.

# **The Reward**

Many, if not most, organizations struggle to achieve an environment that effectively taps into the full potential of its people. However, people want to work in an organization where all employees, regardless of position, feel as though they occupy the most important position in the organization. In this sort of workplace, service and productivity reach new heights, and relationships between supervisors and subordinates are cherished covenants, not contractual obligations. Such a workplace becomes a place where people work because the job is meaningful to them, and they take ownership and pride in what they set out to accomplish.

Organizational greatness can be realized if employees are valued and allowed to participate in achieving a shared vision. Leadership and mentoring is a symbiotic relationship that must be shared and nurtured. When it is, mentoring creates an enduring and cyclical culture of leadership at every level of the organization.

#### Votes.

¹Harvey Sprafka and April H. Kranda, Best Practices Guide: Institutionalizing Mentoring into Police Departments (Alexandria, Virginia: Smaller Police Departments Technical Assistance Program, International Association of Chiefs of Police, 2004), 3, http://www.theiacp.org/LinkClick.aspx?fileticket=33FBrH%2B8xRE%3D &tabid=392 (accessed April 30, 2010).

<sup>2</sup>Ibid.

<sup>3</sup>Max DePree, *Leadership Is an Art* (East Lansing, Mich.: Michigan State University Press, 1987), 81–92.

<sup>4</sup>Rebecca Garau and Lyndon Rego, *Stepping into the Void* (Greensboro, N.C.: Center for Crisis Leadership, 2007), 33.

<sup>5</sup>Ira Chaleff, *The Courageous Follower* (San Francisco: Berrett-Koehler Publishers Inc, 2003). 13.

<sup>6</sup>Edgar H. Schein, Organizational Culture and Leadership (San Francisco: Jossey-Bass, 2004), 17.

<sup>7</sup>Sharon Jordan-Evans and Beverly Kaye, "Boomer Bailout," *Leadership Excellence* 23, no. 10 (2006): 10–11.

<sup>8</sup>NAS Recruitment, *Generation Y: The Millennials, Ready or Not, Here They Come*, http://www.nasrecruitment.com/docs/white\_papers/Generation-Y.pdf (accessed June 26, 2009).

<sup>9</sup>Karen Wey Smola and Charlotte D. Sutton, "Generational Differences: Revisiting Generational Work Values for the New Millennium, *Journal of Organizational Behavior* 23, no. 4 (2002): 363-382.

<sup>10</sup>Ellen A. Ensher and Susan E. Murphy, Power Mentoring: How Successful Mentors and Protégés Get the Most out of Their Relationships (San Francisco: Jossey-Bass, 2005), 15.

<sup>11</sup>Pew Research Center, How Young People View Their Lives, Futures and Politics: A Portrait of "Generation Next," 2007, http://people-press.org/ reports/pdf/300.pdf (accessed June 26, 2009).

<sup>12</sup>Sharon Jordan-Evans and Beverly Kaye, Retaining Employees, 2003, http://www .careersystemsintl.com/PDF%20Files/Bus%20 Ultimate%20Resource.pdf (accessed June 25, 2009).

<sup>13</sup>John C. Maxwell, *Mentoring 101* (Nashville: Thomas Nelson, 2008).



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#### Membership Requirements

#### Active Membership

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Professors and technical staffs of colleges and universities engaged in teaching or research in criminal law, police administration and other phases of criminal justice.

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

#### FROM THE ADMINISTRATOR

Emergency Management is a team effort, and key in responding to future disasters is continuing to build, expand, and strengthen that team. It is critical we maintain and strengthen our relationships, not only with law enforcement, but with tribal, state, and local governments; private-sector entities; faith-based groups; and the general public.

Under President Obama's leadership, the Department of Homeland Security and the Federal Emergency Management Agency (FEMA) have worked to engage their partners in an effort to expand and solidify our national emergency response team.

Every police chief knows emergencies can happen anywhere and at anytime, and no community is immune. As a critical and indispensable component of the team, today, I need you to help engage another, often overlooked part of emergency management: the public.

Police chiefs know, as well as I do, that getting the public to prepare for emergencies is a year-round effort. Our ability to respond to and recover from emergencies is directly influenced by how well prepared we are as a community. Limited resources can direct emergency responders to focus attention where it is most needed, but if we can make individuals personally prepared, together we can help not only your community, but the nation as a whole.

This is a good time to work with families in your area to help them understand how they can prevent, prepare for, respond to, recover from, and mitigate future emergencies. For most Americans, preparedness will only involve a few simple steps: develop a family emergency plan, put together an emergency supply kit, and become better informed about hazards that may exist in the community. As you work with the citizens in your community, feel free to direct them to the Ready.gov website to learn more.

Next-door neighbors are often the first to come to the aid of a neighbor in distress. They are also often more familiar with the needs of the family living next door. These relationships can become an asset to responders if they understand their important role in emergency preparedness and response. My message to the public is this: Once you have taken care of you and your family, check on a neighbor. Being prepared and looking out for one another will make our communities stronger, our nation stronger, and our emergency response stronger.

Your personal experience can help make FEMA a better agency and a better member of the national emergency management team. Expertise from law enforcement, firefight-

ing, emergency medical, public health, and others reminds us of the need to work as a team, to ensure a resilient nation.

I would like to encourage the best and brightest within your ranks who are retiring or leaving law enforcement to consider working for FEMA on a full-time or part-time basis. My vision for FEMA is to incorporate the experience and expertise of former first responders who have worked directly with the

public during emergencies and who understand the emergency management team approach.

The arrival of the 2010 hurricane season will remind a portion of the American public to reexamine their emergency risks, but we know strengthening the entire emergency management system must be a year-round effort. Again, I ask for your assistance in spreading this message.

I thank the International Association of Chiefs of Police and each of the police chiefs individually for your commitment to building and maintaining a safe and well-prepared community.



Craig Fugate FEMA Administrator Washington, D.C.



FEMA/David Fine



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#### TECHNOLOGY TALK

## IACP, Atlanta Police Department Host the 34th Annual LEIM Section Training Conference and Exposition

By William Albright, Project Manager, IACP Technology Center

The International Association of Chiefs of Police (IACP) Law Enforcement Information Management (LEIM) Section, in conjunction with the Atlanta, Georgia, Police Department, recently held the 34th annual IACP LEIM Training Conference and Exposition at the Hyatt Regency Atlanta in Atlanta, Georgia, May 24–27, 2010. The conference's focus was to enhance law enforcement's efficiency and effectiveness with technology. Panels of subject matter experts from around the region and world shared leading practices and lessons learned in the application of technology to fight crime and improve department efficiency. Topic areas ranged from information sharing, communications, and interoperability to intelligence, policy, and development.

Presentations from the conference are available on the IACP's LEIM Section page at http://www.theiacp.org/LEIM2010Conference.

The LEIM Section would like to recognize this year's conference platinum sponsors for their support of the 34th annual IACP LEIM Training Conference and Exposition.







TOUGHBOOK

Join us for the 35th annual IACP LEIM Training Conference and Exposition, June 13–16, 2011, in San Diego, California. Visit http://www.theiacp.org/LEIM2011Conference for more information. ❖

## The IACP's Drug Recognition Expert Section Presents the

16th Annual Training Conference on Drugs, Alcohol and Impaired Driving

> July 22-24, 2010 Pittsburgh, Pennsylvania

"The Fight Against DUI: Meeting at the Confluence"

In addition to general sessions featuring the latest research and initiatives, daily workshops will address a variety of topics relevant to law enforcement, toxicology, prosecutors, and other traffic safety advocates.

#### Tentative Agenda:

- New Anti-Depressants and Effects on Human Behavior
- Current Drug Trends
- Depressants vs. Stimulants
- Interactive and Creative DRE Training
- NHTSA Updates
- Successful Prosecution of DUI
- Toxicology Issues
- Drug Impairment Training for Education Professionals

Register online or download a registration form at www.theiacp.org or at www.decp.org

#### IACP NEWS



#### Workshop Selections for 2010 IACP Conference

The IACP's Education and Training Committee recently met in Corpus Christi, Texas, to review 280 workshop proposals for the chief executive seminars at the IACP 2010 conference in Orlando, Florida.

The main reason members attend the annual IACP conference is for the educational seminars; the Education and Training Committee plans these opportunities for chief executives. This peer review process ensures that the workshops will be of value to attendees.

Because of space and time limitations, the committee can approve only a few of the many fine proposals it receives each year. This year, the committee approved 12 percent of received workshop proposals.

The purpose of the workshops is to provide solutions to problems law enforcement executives encounter today—solutions that they can implement in their local communities. Committee members look for imagination and creativity in the workshop presentations. Interactive, hands-on workshops are highly regarded by conference attendees.

All workshop proposals are judged on timeliness, appropriateness, and relevance to the law enforcement executive. The committee evaluates each workshop's content to make sure only state-of-the-art programs are included in the conference schedule.

The workshop topics, speakers, and descriptions for the 2010 annual conference are available on the IACP website at http://www.theiacp.org (click on the conference logo).

#### Addressing Foreclosed and Abandoned Properties

Nearly 3.2 million foreclosures occurred in the United States in 2008, marking an all-time high for the country. In many jurisdictions, the number and location of vacant properties changed so rapidly that officials had trouble tracking them, let alone formulating an effective response. The city of Cleveland, Ohio, for example, estimated in early 2009 that at least 10,000 (or 1 in 13) of its houses were vacant, while

the county treasurer estimated that the number was 15,000—50 percent higher.

While much of the public's attention has been focused on the economic repercussions of the nation's housing crisis, the repercussions for law enforcement have been just as significant. Vacant properties generate a host of interrelated problems, from unsafe structures and higher rates of crime to homelessness and strains on municipal services.

Jurisdictions across the United States have responded differently, tackling the problem from various angles. Many of the strategies deployed are the result of collaborations across government agencies and among the public and the private sectors. Police, city attorneys, district attorneys, U.S. attorneys, housing and building departments, health departments, community development organizations, landlords, private developers, banks, mortgage lenders, legislators, and regulators are finding ways to work together to slow or halt foreclosures, stem the decline of neighborhoods, improve the quality of life, and plan for new growth.

A new guide, developed by the Center for Court Innovation and funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, presents ideas to help policymakers, law enforcement agencies, and community partners address the challenges presented by foreclosed and abandoned properties. This document offers a sampling of responses developed by jurisdictions across the United States. It is intended to serve as a quick reference for law enforcement and government agencies looking for ideas to address vacant and abandoned properties. For ease of reference, it is divided into three types of responses: prevention, enforcement, and reuse.

For more information, visit http://www.courtinnovation.org; write to Expert Assistance, Center for Court Innovation, 520 Eighth Avenue, New York, NY 10018; call 212-373-1690; or e-mail expertassistance@courtinnovation.org.

#### **Reduce Bullying in Schools**

The U.S. Department of Justice Office of Community Oriented Policing Services (COPS) is making its publication, *Bullying in Schools*, available at no cost in support of renewed local efforts to prevent the consequences of bullying. *Bullying in Schools* provides school administrators, teachers, counselors, and law enforcement officials with practical information on how to identify bullying behavior, reduce the incidence of bullying, and mitigate its impact. The publication also provides guidance to officials on how to determine the extent of bullying in their schools, address its causes, and develop effective practices that contribute to student safety.

Bullying has two key components: repeated

harmful acts and an imbalance of power. It involves repeated physical, verbal, or psychological attacks or intimidation directed against victims who cannot properly defend themselves because of the bully's size or strength or because the victim is outnumbered or is less psychologically resilient.

"Bullying was once viewed by some as a relatively harmless behavior that was an expected part of adolescent interaction," said COPS Director Bernard K. Melekian. "However, we now know that bullying can have a long-term effect on both the bully and the victim. It can lead to other forms of school-based violence, and the advent of cyber-bullying can further exacerbate consequences."

Victims of bullying are more likely to experience health deterioration, have declining grades, contemplate suicide, skip school to avoid being bullied, and experience feelings of depression and low self-esteem that can persist for years after the incidents. Research conducted in three countries also shows that those who bully are much more likely to develop criminal records than those who do not bully.

Bullying in Schools is one volume in a series of Problem-Oriented Policing guides developed by the COPS Office. It can be downloaded from the COPS website at http://www.cops.usdoj.gov/files/RIC/Publications/e07063414-guide.pdf, or it can be ordered at no cost by calling the U.S. Department of Justice Response Center at 800-421-6770.

#### NamUs: A Year of Growth

In just 12 months, the National Missing and Unidentified Persons System (NamUs) experienced significant growth in terms of cases added to the system and the number of users registered. Most importantly, the system is accomplishing what it set out to do: provide answers and resolution for the critical issue of missing and unidentified persons around the country.

In 2009, more than 2,700 new cases were added to NamUs at http://www.namus.gov, totaling more than 9,000 listed on the website. "On the missing person's side, the number of cases doubled in just one year," said Billy Young, NamUs coordinator. "This is critical to the success of NamUs because the more cases that are in the system, the more cases can be solved."

**Case examples:** Launched in January 2009, NamUs has already assisted in the resolution of fifteen missing or unidentified persons cases. Two cases illustrate the importance of public access to NamUs.

In June 2009, a citizen cyber-sleuth searching NamUs noticed a possible match between a woman who had been missing since 2002 and an unidentified body found near Albuquerque two years later. A forensic odontologist, avail-

able through NamUs to assist jurisdictions free of charge, was able to positively identify the remains. Two days later, the family of Sonia Lente—a woman who had been missing for more than six years—was notified that its loved one's remains had been found and positively identified, allowing the family resolution and law enforcement to proceed with the investigation.

In April 2009, a man disappeared following a car accident in Connecticut. Police and dogs searched the area, finding the man's wallet and some clothing, but no sign of the man. A few weeks later, the man's aunt entered very thorough information, including dental records and images of tattoos and a wedding band, into NamUs. A body was found a month later near the accident scene. It was quickly identified as Jody King, the man who had disappeared following the car accident, thanks to the availability of dental records that were readily accessible in NamUs.

Cross-matching feature added: In July 2009, NamUs was upgraded to allow cross-matching between the missing persons and the unidentified decedent databases. The system continually searches records in both databases and provides side-by-side comparisons. Cases with similarities are automatically presented to the investigator as potential matches, reducing research time and giving the investigator the opportunity to exclude those cases that do not qualify. If some cases present as close matches, the investigator will engage forensic services to conduct further identification testing.

"NamUs is the first publicly accessible system of its kind. It also provides the automatic crossmatching feature between the missing persons and unidentified decedents," said Young. "Because of this cutting-edge technology, NamUs was recognized in May 2009 with the IACP Law Enforcement Information Management Excellence in Technology Award for its superior achievement and innovation in the field of communication and information technology."

Registered users: One of the unique features of NamUs is that it is accessible to the public as well as to law enforcement and medical examiners/coroners. "The real key is that this provides an opportunity for the different disciplines involved in missing persons cases, especially for families, to be involved," said Mike Murphy, Clark County Coroner. "This is monumentally important to these families as it lets them be actively involved in the resolution of their own pain and anguish."

NamUs currently has 4,771 registered users. Nearly 1,000 of these users are from the law enforcement community, and 268 users are medical examiners and coroners.

**Looking ahead:** According to Young, the focus in 2010 will continue to be adding more cases to the system and educating law enforcement agencies on the benefits of using NamUs.

"The key to NamUs's continued success is making law enforcement and the public aware of what the system can do," Young said. "The more we can raise awareness about NamUs and the more cases added to the system, the

higher the probability of solving these cases. That's what NamUs is all about."

A major effort to increase the number of cases in the system includes working with agencies across the country to conduct information exchanges. This entails converting the contents of missing and unidentified individuals' information contained in other systems into data that will be searchable and more widely visible in NamUs. This partially automated process gives investigators an opportunity to update case information and bring together pieces of a case that may have been stored in different areas. NamUs serves as a national repository for information on missing persons and unidentified remains. It is designed to facilitate the work of the diverse community of individuals and organizations who investigate missing and unidentified persons and crosses borders of states, counties, municipalities, and precincts. The system is administered and managed by the National Forensic Science Technology Center in partnership with the National Institute of Justice. It bridges different law enforcement professions and allows the public to become actively involved. Funding for NamUs is provided through a cooperative agreement from the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice.

For more information, contact the National Forensic Science Technology Center at 7881 114th Avenue North, Largo, FL 33773; call 727-549-6067; or visit http://www.nfstc.org or http://www.namus.gov.

#### Identity Fraud Survey Available to Law Enforcement

In 2009, 11.1 million U.S. adults became victims of identity fraud—a 12 percent increase over 2008, and a 37 percent rise since 2007. The increased incidence rate of 4.8 percent has resulted in one-year fraud amounts totaling \$54 billion—a rise of \$6 billion over 2008. Mean fraud amounts remain level at \$4,841. The increased fraud incidence rate is being driven by the poor economy coupled with an increasingly global, specialized, and sophisticated criminal enterprise, according to the report issued by Javelin Strategy and Research.

Javelin's 2010 Identity Fraud Survey Report: Law Enforcement Version provides necessary resources and recommendations for the law enforcement community to stop this crime and help prevent, detect, and resolve identity fraud. This study is designed to educate law enforcement on the trends of identity fraud, the legal ramifications, and how to best equip consumers and businesses in lowering their risk of identity fraud.

Over the past six years, Javelin has surveyed nearly 30,000 adults to determine how consumers are being affected by identity fraud in the United States. The 2009 phone survey of 5,000 adults is the largest, most accurate identity fraud study conducted in the United States, and this report contains only a portion of some of the findings from Javelin's full survey. Javelin's identity fraud study reaches an audience of 13 million

and is a factual resource for the Federal Trade Commission and Better Business Bureau.

The complete version of this research study, the 2010 Identity Fraud Survey Report: Identity Fraud Continues to Rise—New Accounts Fraud Drives Increase, Consumer Costs at an All-time Low (96 pages) is available for purchase. The special law enforcement section is available at no cost to departments.

For more information, contact Javelin Strategy & Research at 4301 Hacienda Drive, Pleasanton, CA 94588; call 925-225-9100; or visit http://www.javelinstrategy.com.



#### Line of Duty Deaths

"They will be remembered—not for the way they died, but for how they lived."

The IACP wishes to acknowledge the following officers, who made the ultimate sacrifice for their communities and the people they served. We extend our prayers and deepest sympathies to their families, friends, and colleagues.

Investigator Charles Jerry Crabtree Franklin County, Tenn., Sheriff's Office Date of Death: January 29, 2010 Length of Service: 53 years

Deputy Sheriff Kenneth James Collier San Diego County, Calif., Sheriff's Office Date of Death: February 28, 2010 Length of Service: 11 years, 9 months

Officer Christopher Arby Upton U.S. Forest Service Date of Death: March 3, 2010 Length of Service: 9 years, 2 months

Trooper Kevin D. Cusack South Carolina Highway Patrol Date of Death: March 27, 2010 Length of Service: 21 years

Police Officer Hector Ayala III Montgomery County, Md., Police Department Date of Death: April 4, 2010 Length of Service: 7 years

Deputy Sheriff Chad Pritchard Overton County, Tenn., Sheriff's Office Date of Death: April 7, 2010

Deputy Sheriff Kory E. Dahlvig Vilas County, Wis., Sheriff's Department Date of Death: April 25, 2010 Length of Service: 5 years, 10 months

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#### HIGHWAY SAFETY INITIATIVES

## Fatigue and the Police Vehicle Operator

#### By Earl M. Sweeney, Commissioner, New Hampshire State Liquor Commission, and IACP Highway Safety Committee Chair

Increasingly, the United States is described as a sleep-deprived society. Americans are always seemingly on the go—no longer from dawn until dusk, but well into the night. When compared with European nations, Americans have longer work weeks, receive less vacation time, and put in more overtime at work.

As the U.S. labor force transitioned from an industrial economy to a service economy, many now leave work at the end of a shift with full briefcases and use a Wi-Fi or VPN connection to remain tethered to their offices or headquarters throughout the evening.

The pursuit of the American dream that includes owning high-definition televisions, boats, timeshares, and funding increasingly out-of-reach college educations for children inspires many law enforcement officers to bid off midnight shifts so they can volunteer for lucrative overtime details on road construction jobs and other special duty assignments, or hold down part-time civilian jobs. Proactive and productive evening shift performers often are unable to sleep during the day because of the need to testify in contested court cases. Others with families have spouses who work opposite shifts so the officer can provide childcare while the other parent is at work. In rural areas, some officers engage in farming on the side and must care for livestock despite having worked a busy shift the night before.

In metropolitan areas, officers who either cannot afford to or who choose, for quality-of-life issues, not to reside in the cities where they work may have an end of shift commute of several hours before they reach their suburban

homes. Some departments, particularly those in large communities where staffing permits, have adopted unusually long shift hours to provide more overlap during busy periods and to give officers more days off in a row. Older officers in particular may be more prone to fatigue during these longer than eight-hour shifts.

The downside to all this is the natural circadian rhythm to which the human body is attuned is disrupted. Medical evidence has shown that people who fail to get a full six to eight hours of uninterrupted sleep are more prone to heart disease, weight control issues, and other maladies, and may live shorter lives after they retire.

Increasingly, traffic investigators note fatal and serious injury crashes caused by drivers who are sleepy or who fall asleep at the wheel. Tragically, police officers are not immune to the effects of sleep deprivation. Not only are they more prone to becoming involved in collisions and other mishaps in their department-owned vehicles, but they also are more liable to crash their personal vehicles. They are less alert, more apt to experience heightened "startle" reflexes, and more likely to overlook danger signs during high-risk encounters. Supervisors often say these officers are more likely to be cranky and short-tempered and the subject of more comportment complaints from their supervisors and the public.

Police leaders have an obligation to recognize and deal with this problem. A variety of tools exist to mitigate the risk. Training programs that raise officer awareness of the problem and promote more healthful lifestyles with diet, exercise, and good sleep habits are a good first step. Supervisors should be trained to detect and deal with sleep-deprived officers on their squads. Changes in work schedules and collaborative efforts with the court system to schedule trials around officers' days off can help.

Policies that place a cap on the number of overtime hours an officer can work during a pay period or mandating a certain number of hours off between shifts may be in order. For example, airline pilots and long-haul truckers have lived with a restriction on hours worked for years. However, historically, labor unions balk at any restriction on the ability of officers to work unlimited overtime hours, even in places where tales exist of older officers who literally "worked themselves to death" in an effort to enhance their final retirement allowances, which are typically based on an average of the last two or three years of work before retirement. To be successful in addressing the problem of fatigue, agencies need to convince union leadership that this is a quality-of-life problem for the officers and their families.

It's time to recognize the problem, and gather and analyze the data—both hard numbers and anecdotal—and begin to systematically address it, if only with baby steps at first. The lives and safety of officers and the public depend on the attention provided by the police leadership. ❖

The July 2010 issue of Police Chief magazine focuses on highway safety issues.

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