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JULY 2018

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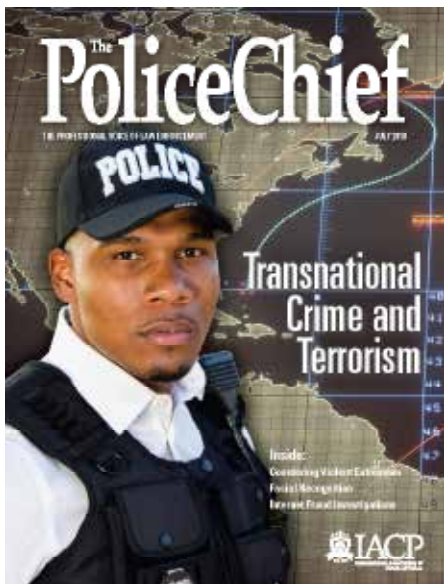


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When “globalization” is mentioned, it’s often in reference to trade, industry, or other private sector benefits and challenges; however, crime has also become global in many cases, aided by the Internet and accentuated by transnational crime organizations and extremist groups. As law enforcement works against the complex and constantly evolving issues of transnational crime and terrorism, understanding their many facets and the efforts currently under way around the world is essential.

The Police Chief

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Professional Excellence: An Earned Honor

We often hear that there is not a more honorable profession than that of law enforcement officer. Clearly, those serving in this capacity have taken an oath of office to uphold their country's constitutional provisions, ensure the rights of individuals are maintained, and promote the confidence of the public through the delivery of professional police services. These are very daunting responsibilities and require constant attention from highly trained individuals with a passion for safety, security, and justice for all.

However, like other professions, law enforcement has evolved and been impacted by a number of dynamic factors. These factors include advancements in technology; access to advanced education in the areas of investigations, management, and leadership; changes in equipment; judicial rulings; the priorities of those served; and, too often, misguided narratives. To complicate the landscape further, what the future holds is only marginally predictable despite the profound impact it will have on how police officers will be required to serve and under what level of scrutiny.

The confluence of the police oath and the factors influencing its evolution require accountability beyond that of most professions and contributes significantly to the importance and honor of the work. In fact, the challenges we face as leaders of law enforcement organizations require us to balance varying pressures and perspectives, while maintaining the support of our personnel and the trust of the community. There is often very little margin for error, and, during difficult times, seemingly insignificant issues can become the substance of intense criticism.

Given these challenges, the International Association of Chiefs of Police (IACP), in conjunction with the National Sheriffs' Association, the Police Executive Research Forum (PERF), and the National Organization of Black Law Enforcement Executives (NOBLE), launched an initiative that would develop and propagate common standards within the law enforcement profession. This effort resulted in the concept of accreditation for public safety agencies and has been a mainstay for professionalism in the industry now for four decades. Although some may see it as a polarizing strategy, by all accounts it has worked to establish best practices and has provided a benchmark for anchoring the importance of the IACP Law Enforcement Policy Center's work. The concept

In fact, the challenges we face as leaders of law enforcement organizations require us to balance varying pressures and perspectives, while maintaining the support of our personnel and the trust of the community.

of accreditation has formalized an external review of practices and procedures, by objective third-party professionals, with a collective focus on continuous improvement for agencies that elect to participate.

Accreditation has served to open agencies to inspection and demonstrate that they operate as a part of the community and are responsible

to it. The model has helped to create clear expectations for public safety personnel and has supported selection, training, personnel management, and operational platforms that are reflective of the collective experience of many of the best public safety agencies in the world. The concept requires forward thinking by leaders and practitioners, and it challenges agencies to use data to make sound business decisions with specifically intended outcomes.

Even during my tenure as a CALEA commissioner and later the organization's chairperson, I continually used the process to discover and to mitigate risks that my agency was facing, and, in my experience, I found the process to focus on improvement, not punishment. Commissioners of CALEA use research to support the development of standards and review agencies with a sensitivity for the complexities of public safety and an unrelenting sense of professional integrity and accountability.

Because of the difficulty in maintaining the public's confidence, I understand the concerns that accompany the identification of shortcomings; however, those issues are just waiting to be exposed. Accreditation allows such concerns to be resolved under manageable circumstances—and before they have resulted in bad outcomes. As the leader of an internationally accredited and state-certified agency, I retain control over all policies and have never found the credentialing process to restrict my decision-making. In fact, the portability of standards makes them applicable in any law enforcement environment, in any country where the "rule of law" and democratic principles of policing exist. Participation in accreditation helps to unify law enforcement as a true profession, thereby contributing to the maintenance of an international police narrative that positively reflects the true values of those committed to professional excellence.

Although I often wonder how our generation of leaders will shape the future of policing, I am keenly aware that thought leaders from the past have profoundly impacted my perspective on the best strategies for ensuring the efficient and effective delivery of public safety services. Standards remain important and allow agencies to reach their full potential, and I encourage your engagement in accreditation. Clearly, we have a complex responsibility, and I believe the process of accreditation helps us to be accountable to one another for the advancement of all. □



**Louis M. Dekmar, Chief of Police,
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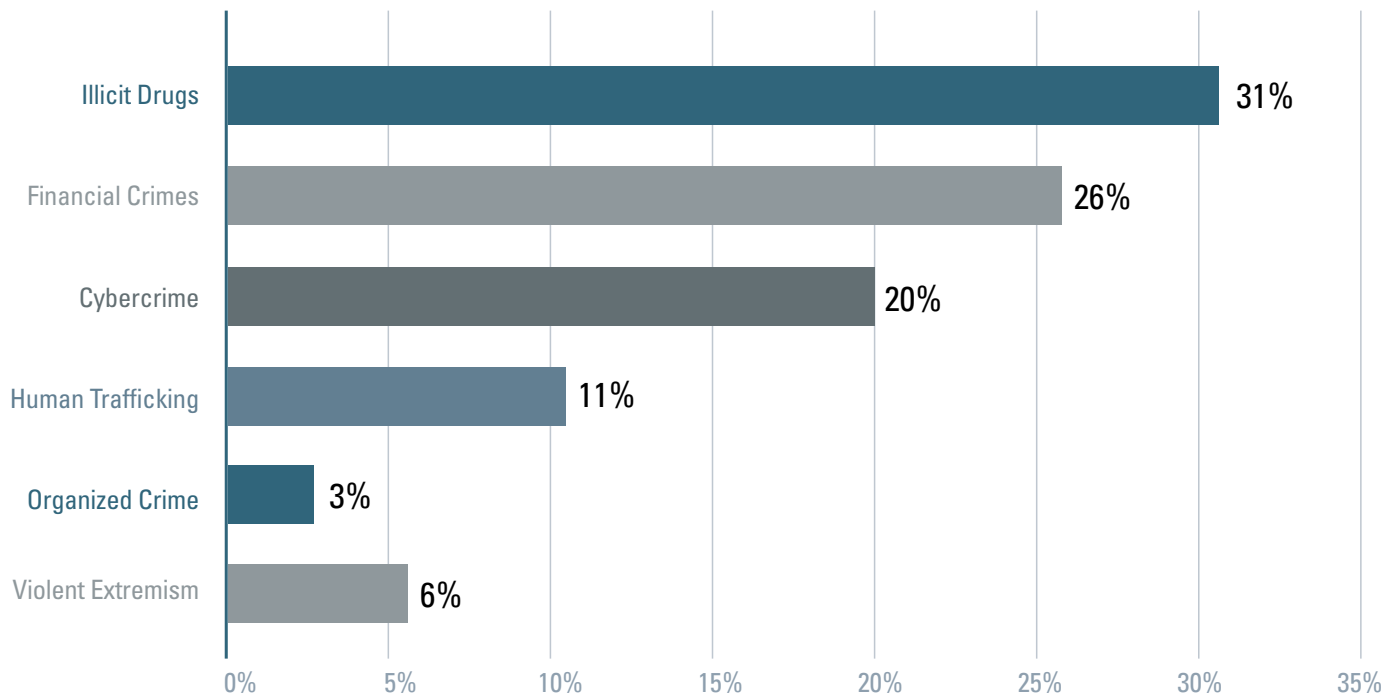
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Police Chief knows that many of the best ideas and insights come from IACP members who serve their communities every day. The Dispatch is an opportunity for members and other readers to share their wisdom, thoughts, and input on policing and the magazine.

MEMBERS SPEAK OUT

In May, *Police Chief* asked readers which type of transnational crime was the greatest threat to their communities. Here's what you told us:



“The greatest threat to our community includes illicit drugs. The opioid epidemic is one example of how lives are being devastated. This affects the families, communities, police agencies, and other first responders. Resources are being deployed from existing sources, as well as additional resources being deployed to address this societal issue. The illicit drug activity has contributed to increased violence, a strain on the current resources, and a direct effect on the quality of life for community members and residents. This is now being viewed as a societal issue and no longer seen exclusively as a law enforcement issue, as it was once more commonly viewed as.

The supply of, as well as demand for, illicit drugs are issues that require a collaboration of local, state, and federal law enforcement partners, which occurs. The cooperation between the community and the police in solving this issue is also key. Enforcement strategies coupled with effective prevention and intervention measures are essential.”

—Steven W. Minard, Captain
City of Poughkeepsie Police Department, NY

YOUR TURN



In which personnel-related topics do chiefs need the most support or resources?

Visit www.policechiefmagazine.org to tell us your answer. Look for the results in the September 2018 issue of *Police Chief*!

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IACP Voices Support for the FIRST STEP Act

By Sarah Guy, Senior Advisor, IACP



In June, the IACP voiced its support for the FIRST STEP Act (S. 2795/H.R. 5682) and applauded the bill sponsors, Representatives Doug Collins (R-GA) and Hakeem Jeffries (D-NY) and Senators John Cornyn (R-TX) and Sheldon Whitehouse (D-RI), and the U.S. administration for working with the IACP and soliciting our feedback. The IACP believes the legislation achieves a proper balance of maintaining public safety while providing rehabilitation services and early release incentives to qualified federal prisoners.

The FIRST STEP Act contains several measures intended to more effectively rehabilitate prisoners so that they are less likely to reoffend after release and, thereby, are less likely to cause additional harm to society. These measures include education, job training, and other personal development programs, along with incentives, such as good time credits, to participate in these opportunities. While the legislation includes a list of 47 convictions that would make a prisoner

ineligible to receive time credits, the IACP believes this list should be reexamined to ensure that no violent offenders are eligible for good time credits. While the IACP is confident that the Bureau of Prisons (BOP) will do a thorough job of ensuring that those who commit violence remain in prison for the full length of their sentences, IACP believes it would be beneficial to review the list again to ensure that no additional offenses should be added.

Additionally, while many have voiced concern over the FIRST STEP Act requiring the director of the BOP to transfer prisoners within 500 miles of their residence, we do not share this concern. The legislation, as written, gives the director of the BOP the flexibility to transfer the prisoner subject to BOP resources, security concerns, and other considerations. This provides the BOP the ability, based on security concerns and resources, to ensure that the safety of those law enforcement officers who work in the prisons, the safety of other inmates, and the safety of the public at large remain a priority.

One of the items we would like to see further detailed in the legislation is a notification system to state and local law enforcement agencies and their communities for when an offender is released into their jurisdictions or communities. Ensuring proper notification will enable law enforcement and our communities to be aware when offenders return to their locales.

Along with a notification system, accurate tracking of the prisoners who have been granted early release is important to ensure the offender reentry initiatives set forth in the bill are working. This tracking mechanism will provide a baseline to determine if the funding amount is sufficient for the rehabilitation services or if there is a need for Congress to provide an increase in funding.

Most important, the IACP is pleased with the acknowledgement from the U.S. administration and members of Congress that there is a true need to establish a National Commission on Law Enforcement and the Administration of Justice to examine criminal justice issues in a broader and more strategic fashion and with the commitment to working toward the establishment of the commission. While the FIRST STEP Act aims to provide a solution to one of the many issues we are currently facing, it is not the

ultimate fix to the multitude of issues confronting the criminal justice system. In order to move forward in a systematic way that provides cross-cutting solutions for multiple disciplines and issues, a National Commission on Law Enforcement and the Administration of Justice is necessary. Again, we appreciate the commitment from Congress and the White House to work toward the establishment of a National Commission on Law Enforcement and the Administration of Justice, which has been one of the IACP's top priorities for over two decades.

Become More Involved in IACP's Policy Development—Submit a Resolution!

Each year, IACP members, committees, sections, and divisions are given the opportunity to submit resolutions for the membership's consideration. The resolutions process is the cornerstone of IACP's policy development. Through this process, the association membership addresses critical issues facing law enforcement. Resolutions bind the official actions of the IACP staff and activities and serve as the guiding statements in accomplishing the work of the association.

The deadline to submit all 2018 resolutions for consideration is August 7, 2018. The submitted resolutions will be reviewed by the IACP Resolutions Committee to identify any areas of question or concern. During the review process, the Resolutions Committee may request that other IACP committees and sections or relevant subject matter experts review and comment upon the proposed resolutions.

Similar to the past two years, the IACP will conduct a remote electronic voting process and will notify all members with further guidance at the onset of voting. Due to the new remote voting process, it is imperative that the wording of the resolutions be clearly and succinctly defined, in particular the RESOLVED portion of the resolution. To view previously passed resolutions, please visit the resolutions page on the IACP website (www.theIACP.org/resolutions-search). If you wish to submit a resolution or if you have any questions, please contact resolutions@theIACP.org. □

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Arming Police Officers with Psychological Survival Strategies

By Daniel M. Blumberg, PhD, Associate Professor, California School of Professional Psychology, Alliant International University, San Diego, California; and Konstantinos Papazoglou, PhD, CPsych (Supervised Practice), Clinical & Forensic Psychologist, Ontario Ministry of Community Safety and Correctional Services, Sessional Lecturer, University of Toronto, Ontario, Canada

For 50 years, police psychologists have taken an increasingly central role in many police organizations. Unfortunately, a significant gap exists between what psychologists do for law enforcement agencies and the psychological knowledge that officers could be using to do their jobs more effectively.

The current generation of officers understands how psychological skills improve job performance and maintain mental health.¹ However, at various times, officers' performance of these skills can wane. This behavioral "slippage" can be explained by two factors. First, agencies do not routinely train officers to develop or strengthen their psychological skills. Second, police executives have not adequately implemented mechanisms to ensure that officers continue to perform these psychological skills at an acceptable level.

Recommended Action Plan

There are two primary ways for agencies to fully integrate psychological knowledge into police practices. The first involves a shift to a more preventative focus. This is consistent with the positive psychology movement, which now permeates law enforcement.² Psychologists can help customize delivery of academy training; the goal is for recruits to learn police skills while strengthening their psychological skills. Psychologists also can be involved in advanced officer training (AOT), where scenario-based rehearsal reinforces the importance of psychological skills for incumbent officers.

The second avenue for integrating psychological knowledge is through the use of

peer mentors. These officers receive advanced training in the psychological job dimensions and how to reinforce their fellow officers' use of psychological skills. Peer support for officers commonly occurs following traumatic events, but also has shown positive effects on promoting health and wellness.³ A strong argument can be made that all field training officers (FTOs) should be cross-designated as peer mentors to facilitate implementation in the field of the psychological skills taught in the academy.

Stress: Psychologists have developed many evidence-based techniques for officers to use to manage stress. These techniques include progressive muscle relaxation; mindfulness; controlled breathing; and, journaling, which can be learned during extracurricular academy time, reinforced through social media and email blasts off duty, and utilized on duty.⁴ Furthermore, teaching officers such techniques helps them to strengthen their resilience following traumatic situations. Indeed, research has demonstrated how using these stress reduction techniques before and after exposure to traumatic incidents significantly improves officers' ability to cope with stress.⁵

Organizations should provide a mechanism for officers to practice these skills. Like other perishable skills, which require intermittent refreshers and, in the case of firearms, regular requalification, practicing stress reduction techniques must become as routine for officers' as their commitment to a physical exercise regimen. Effective role modeling is essential, and peer mentors are key to reinforcing officers' dedication to maintaining their stress management skills.

Emotions: Officers serve in an emotionally taxing profession, and, unless committed to acquiring expertise in emotion management, they can develop emotion-related troubles. There are two key skills that officers can master to successfully navigate the challenging emotional waters of police work.

The first skill is emotional intelligence, which has been found to be "significantly associated with police performance."⁶ Some have argued that emotional intelligence is at least as important for competent police work as knowing any other part of the job.⁷ The good news is that emotional intelligence can be increased through training.⁸

SURVIVAL STRATEGIES

MANAGE STRESS

- » Progressive Muscle Relaxation
- » Mindfulness
- » Controlled Breathing
- » Journaling

MANAGE EMOTIONS

- » Emotional Intelligence
- » Emotion Regulation

MAINTAIN INTEGRITY

- » Scenario Rehearsals
- » Modeling Ethical Responses
- » Exposure to the Causes of Moral Injury

COMBAT COMPASSION FATIGUE & BURNOUT

- » Compassion Satisfaction
- » Robust Wellness Program
- » Strong Social and Family Support Networks
- » Agency Support

The second important skill is emotion regulation. While emotional intelligence helps officers increase awareness of their emotions, emotion regulation facilitates managing these emotions to prevent them from interfering with job performance. Emotion regulation training was shown to improve officers' ability to accept and tolerate negative emotions and to successfully process emotionally challenging situations.⁹

Integrity: The demands of police work can also take a moral or spiritual toll on officers. Police officers enter the profession with noble intentions and a commitment to ethical principles.¹⁰ However, they frequently confront situations that might leave them questioning their core beliefs. This form of psychological trauma has been referred to as moral injury.¹¹

Psychologists and peer mentors can provide officers with tools to address moral injuries when they occur. Prevention involves efforts during academy training to prepare recruits for the moral dilemmas they are likely to face while on the job through scenario rehearsals, modeling ethical responses, and exposure to the causes of moral injury.¹² Likewise, these efforts should continue after the academy during AOT, as well as in agency-wide professional development activities.

Agencies must make resources available for morally injured officers. This starts with ensuring that frontline supervisors are capable of identifying circumstances that are likely to lead to this problem and fostering open dialogue about moral injury.¹³ At the same time, agencies are encouraged to bolster their chaplaincy programs and to make these professionals readily accessible to officers.

Compassion Fatigue and Burnout: Officers are frequently exposed to all types of human suffering, and they often provide support to those who are in great distress. As a result of the sense of helplessness these experiences can instill, officers may experience compassion fatigue.¹⁴ Similarly, officers may develop job burnout from a sense of futility associated with a variety of organizational and nontraumatic job demands.¹⁵

The good news is that there are psychological skills to combat the symptoms of compassion fatigue. An antidote to compassion fatigue appears to be compassion satisfaction, which refers to officers' capacity to focus on feeling fulfilled by the help that they do provide.¹⁶ This can be enhanced by, for instance, letters of gratitude, which have been used successfully with military personnel as a way of helping them to appreciate the value of their service.¹⁷

Psychologists and peer mentors are central conduits to facilitate compassion satisfaction among officers, which is difficult to improve without guidance and role modeling. Research has demonstrated the importance of maintaining a robust wellness program as well as strong social and family support networks to reduce symptoms of burnout. Additionally, compassion satisfaction increases when officers feel supported by their agencies.¹⁸

Conclusions

There are a number of ways in which officers can strengthen their psychological survival skills and better withstand a variety of work-related emotional and moral challenges. Traditionally, police executives have not viewed officers' psychological survival as important as their physical survival.¹⁹ This disconnect is especially troubling considering the many psychological resources available. An argument can be made for psychologists to be given a more central role in training officers to improve psychological skills, who, along with peer mentors, can be utilized to cultivate emotionally healthy police officers. □

Notes:

¹The California Commission on Peace Officer Standards and Training (POST) provides a detailed description of 10 psychological job dimensions and specific examples of police behavior in each dimension. CA POST California Commission on Peace Officer Standards and Training, "Evaluation Process and Procedures," in *Peace Officer Psychological Screening Manual*, 2014, 89–101.

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¹²Sofia Kalvermark et al., "Living with Conflicts: Ethical Dilemmas and Moral Distress in the Health Care System," *Social Sciences & Medicine* 58 (2004): 1075–1084; Litz et al., "Moral Injury and Moral Repair in War Veterans."

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Harmonizing Police Technology Acquisitions with Policing Strategy

By Paul A. Haskins, Writer/Editor, and Brett Chapman, Social Science Analyst, National Institute of Justice

For police agencies, a major technology acquisition can be a change agent that elevates operations while building trust within communities. But when police technology choices are not sufficiently integrated with a department's overall policing strategy, inefficiency and disappointed expectations can follow, according to a new study supported by the National Institute of Justice. Researchers found that a complex and varied set of factors typically drives police technology acquisition decisions—but often the department's policing philosophy or strategy is not one of them.

Police agencies, over the past few decades, have adopted sophisticated technologies to enhance operational effectiveness in fighting crime, deterring external threats, and positively engaging the community. Police dash cams and body-worn cameras, license plate readers, enhanced cell-phone tracking, and geographic information systems (computer-based crime mapping) are but a few of the powerful new tech tools now in wide use by law enforcement.

The adoption and deployment of the latest, smartest technology, however, has come with challenges for many law enforcement agencies. A new study of U.S. police technology decisions and their impact has found that, generally, technology choices are driven by a variety of complex factors that often do not include the agency's overall policing strategy or philosophy.

A disconnect between an agency's mission and equipment often leads to unrealized potential as evidenced by limited integration of a technology within an agency, a failure to recognize primary and secondary benefits of a technology, or even departmental disillusionment and a lack of continuing funding for the adopted technology, a research team from RTI International and the Police Executive Research Forum reported.

The study grew out of the National Institute of Justice's (NIJ) interest in better comprehension of the types of technology law enforcement was acquiring in the new century and the extent to which those technology decisions were tied to strategy development and broader organizational change.

The study was designed in three parts: (1) a U.S.-wide survey using questions designed by an expert panel; (2) site-level examination of a sampling of high-technology and mixed-technology agencies; and (3) use of findings to develop a framework to guide police agencies on technology selection, implementation, and use.

Study Findings

Overall, the research team concluded that technology was having a positive impact on U.S. law enforcement agencies in terms of

- increasing efficiency;
- providing communication;
- enhancing information sharing practices; and
- improving informational and analytical capacities.

It further found that technology can improve police practice in ways that establish trust and legitimacy within communities. At the same time, the researchers suggested that uncoordinated police technology decisions come at a high cost to agencies and communities:

Given that technology can have a dramatic impact on how policing is done, on community relations, and the extent to which police safety is protected, it is imperative that police executives and civilian policymakers

have sound empirical evidence about the presence, role, and impact of technology in contemporary policing.

Notwithstanding that imperative, the research team reported, *[T]he findings also demonstrate that, as a whole, technology has not had a game-changing impact on policing in terms of dramatically altering the philosophies and strategies used for preventing crime, responding to crime, or improving public safety.*

The study's survey, administered to more than 1,200 state and local law enforcement agencies, yielded a finding that U.S. agencies overall were heavily engaged with technology, as 96 percent had adopted at least one of 18 core technologies of interest (see Exhibit 2 in the full report for a list of technologies). Data collected by September 2014 showed that 70 percent of surveyed agencies had implemented car cameras, and 68 percent had adopted both information sharing platforms and social media. In that period, large agencies reported much greater use than their smaller counterparts of geographic information systems (81 to 31 percent) and in their use of license plate readers (70 to 20 percent).

For police agencies with 250 or more sworn officers, the researchers observed a stronger connection between technology choices and overall philosophy than existed in many smaller departments. That fact qualifies the study team's finding that, in general, U.S. police agencies are not making technology decisions based on department philosophies or priorities. Rather, those technology decisions often are ad hoc and made in response to multiple factors such as executive staff decisions, perceived needs, community demands, and available funding.

The researchers also found that department priorities could be predictors of the degree to which a department commits to technology:

Greater emphasis on community, hot-spot, and intelligence-led policing among large agencies was associated with more technology.... Greater emphasis on professional policing, problem-oriented policing, or zero-tolerance policing, by contrast, was associated with less use of technology.

Technologies with the greatest impact across all surveyed agencies were automated records management and computer-aided dispatch. These technologies are central to carrying out fundamental policing activities such as responding to service calls and information management.

Recommendations

The research team made recommendations for developing a better police technology model, including the following:

- Incorporate evidence-based research to link the technology to the agency's goals, organizational culture, and policing strategies.
- Include technology considerations in strategic planning.

- Encourage collaboration between agency decision makers and technology experts on technology decisions.
- Consider the agency's own historical performance in adopting and implementing police technologies to learn from past mistakes to increase the likelihood of successful outcomes in the future.

An essential takeaway from the study is that law enforcement agencies should have a robust internal technology evaluation process. □

The research described in this article was funded by NIJ award 2012-MU-CX-0043, awarded to RTI International and the Police Executive Research Forum. This article is based on the report *Research on the impact of Technology on Policing Strategy in the 21st Century, Final Report*, by Kevin Strom: <https://www.ncjrs.gov/pdffiles1/nij/grants/251140.pdf#page=36>.

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What Potential Sanctions Trigger *Garrity* Protection?

By John M. (Jack) Collins, Police Legal Advisor, Martha's Vineyard, Massachusetts

It is not unusual, during an internal affairs investigation, for an officer (or the officer's attorney), when asked a question to which the answer might be incriminating, to inquire, "What is the penalty if I refuse to answer?" Before replying to this query, a chief may want to consult the local district attorney's office (so as not to impede a criminal prosecution) as well as the department's legal advisor (where union issues or civil liability implications are involved). Courts routinely hold that a government employer may not compel an employee to appear and testify and may not induce him or her to forgo the Fifth Amendment privilege by threatening to impose economic or other sanctions that are "capable of forcing the self-incrimination which the Amendment forbids."¹

Before a police officer's testimony will be considered "coerced" within the meaning of *Garrity*, the officer must show that he or she subjectively believed that the officer would lose his or her job by refusing to answer questions and that his or her belief was objectively reasonable. A subjective belief is not objectively reasonable unless it is derived from the actions of the governmental unit.²

Threatening to fire public employees unless they answer questions that might incriminate them is sufficient coercion to trigger *Garrity* protection, preventing the use of any compelled statements in evidence at a subsequent criminal trial of the worker.³ In some states, such as Massachusetts, transactional immunity must be provided, effectively precluding any criminal prosecution even where the district attorney has otherwise sufficient evidence and need not rely on any compelled testimony.⁴

As the Court noted in *Harrison v. Wille*,

Garrity only prohibits the compulsion of testimony that has not been immunized. In other words, the employee may not be both compelled to testify (or make a statement) and be required to waive his Fifth Amendment rights. An "employee's rights are imperiled only by the combined risks of both compelling the employee to answer incriminating questions and compelling the employee to waive immunity from the use of those answers." Plaintiff must also show that he was compelled to waive his Fifth Amendment rights. "The government's mere failure to tender immunity cannot amount to an attempt to compel a waiver of immunity." When a person has "a free choice to admit, deny, or refuse to answer. This is full vindication of the [F]ifth [A]mendment privilege against self-incrimination." (citations omitted, emphasis added)⁵

While threats of termination clearly trigger so-called *Garrity* protection, courts have left generally unanswered whether less onerous penalties may be used to induce answers to potentially incriminating questions. What if something short of firing is what the chief has in mind? Both the U.S. Supreme Court and various federal and state courts have noted that not every consequence of invoking the Fifth Amendment is considered sufficiently severe to amount to coercion to waive the right. In *Lefkowitz v. Cunningham*, the U.S. Supreme Court noted that, "a State may not impose substantial penalties because a witness elects to exercise his Fifth Amendment right not to give incriminating testimony against himself." (emphasis added)⁶ Where the invocation of the Fifth Amendment does not, by itself, result in forfeiture of the job or license in question, the fact that claiming the Fifth might, as a practical matter, result in damage to one's chances of retaining the privilege at stake does not necessarily establish a constitutional violation. The *Lefkowitz* court pointed out that the effect must be "capable of forcing the self-incrimination which the Amendment forbids."⁷

Some circuit courts have adopted the position that only termination can cause compulsion and that this threat of termination must be explicit in order for the employee to be protected by *Garrity* rights.⁸ While others have not been so definitive, finding a case in which anything short of threatening termination has been found sufficiently coercive in a police case is difficult. In fact, in *Fraternal Order of Police, Lodge No. 5 v. City of Philadelphia*, the court noted specifically that it could find no police case that had held that any action short of discharge or suspension constituted such a threat.⁹ There, the court ruled that the lateral transfer of a police officer did not amount to the sort of penalty that could be considered coercive with respect to Fifth Amendment rights. In the nearly three decades that followed, while the issue rarely arises in police cases—probably because termination is nearly always threatened—courts continue to acknowledge that something short of termination might not necessarily trigger *Garrity* protection in a police case.

Both the U.S. Supreme Court and various federal and state courts have noted that not every consequence of invoking the Fifth Amendment is considered sufficiently severe to amount to coercion to waive the right.

Should the introduction into evidence of an officer's compelled statement be challenged at a subsequent criminal trial on the ground that it was obtained as the result of economic sanctions, this objection will be sustained only where the pressure reasonably appears to have been of sufficiently appreciable size and substance to deprive the accused of his "free choice to admit, to deny, or to refuse to answer."¹⁰ It must amount to a choice "between the rock and the whirlpool." As the U.S. Supreme Court recognized in *Lefkowitz*, the economic sanctions calling for application of the principle of *Garrity* must be "substantial."¹¹ For the police officers in *Garrity*, for instance, the loss of their positions could be objectively viewed as amounting to the end of their police careers. Similarly, disbarment usually entails enormously adverse economic consequences for a practicing lawyer. As Justice Douglas pointed out in *Spevack v. Klein*, "[t]he threat of disbarment and the loss of professional standing, professional reputation, and of livelihood are powerful forms of compulsion to make a lawyer relinquish the privilege."¹² Likewise, the loss of civil service jobs by public employees in *Uniformed Sanitation Men Assn., Inc. v. Commissioner of Sanitation of the City of New York* could reasonably be viewed as threatening an economic catastrophe for those faced with the "choice" of waiving their constitutional rights or losing status and benefits as public employees.¹³

In *Lefkowitz*, the court also made it clear that governmental coercion can take many forms and that economic sanctions are just one form of pressure

that may be brought to bear on an individual in an effort to force that person to give up the right against self-incrimination. As the court noted:

*the touchstone of the Fifth Amendment is compulsion, and direct economic sanctions and imprisonment are not the only penalties capable of forcing the self-incrimination which the Amendment forbids.*¹⁴

Although it rarely, if ever, happens in a police case, a court might find that a long-term suspension or a major demotion, under the right circumstances, might be found compelling enough to be considered coercion.

Furthermore, in *Chan v. Wodnicki*, Chicago Deputy Superintendent Wodnicki transferred Officer Chan from a task force to patrolman duties. The officer lost no rank or pay. His only concrete detriment was the loss of two incidental benefits that went with the position on the task force—the opportunity to earn additional compensation through overtime assignments and the use of a government car. As the court explained:

*Even when one factors into the balance the loss of the prestige that goes with such a special assignment, we cannot say that, at the time that Deputy Superintendent acted, it was clear that Officer Chan's invocation of the Fifth Amendment exacted the sort of deprivation that the case law said was forbidden. Officer Chan, who has the burden on this issue, has not been able to find such authority.*¹⁵

Practice Pointers

Chiefs should decide whether they are intent on terminating any officer who refuses to answer potentially incriminating questions during an internal affairs interview. If not, chiefs should be sure that their department's policies and procedures manual, as well as the department's rules and regulations and any periodic bulletins do not state that termination is virtually automatic for any refusal to answer a supervisor's questions or to complete a report. Similarly, if any applicable law, ordinance, or bylaw contains a similar requirement, chiefs should make an effort to modify the same or to at least be sure that all internal affairs investigators are aware of the same and are prepared to address the issue if asked.

Any confusion can be avoided by an investigator who makes it clear what disciplinary action is likely should an officer refuse to answer potentially incriminating questions. Before threatening anything less than job loss when attempting to compel an officer to answer questions during an internal affairs investigation, chiefs and investigators should confer to be clear they are aware of the potential of such threats to require immunity. Consultation with the prosecutor's office is also worthwhile, especially where a criminal prosecution is likely. □

Notes:

¹*Lefkowitz v. Cunningham*, 431 U.S. 801, 806 (1977). See also, *Sanitation Men Assn., Inc. v. Commissioner of Sanitation*, 392 U.S. 280, 283-284 (1968); *Gardner v. Broderick*, 392 U.S. 273, 278-279 (1968).

²*United States v. Vangates*, 287 F.3d 1315, 1323 (11th Cir. 2002).

³See *Garrity v. New Jersey*, 385 U.S. 493 (1967); *Sanitation Men Assn., Inc.*, 392 U.S. 280; *Gardner*, 392 U.S. 273, 278; see also *Minnesota v. Murphy*, 465 U.S. 420, 434 (1984).

⁴*Carney v. City of Springfield*, 532 N.E.2d 631, 635-36 (Mass. 1988).

⁵*Harrison v. Wille*, 132 F.2d 679 (11th Cir. 1998).

⁶*Lefkowitz*, 431 U.S. at 806.

⁷*Lefkowitz*, 431 U.S. 801; see also *Flint v. Mullen*, 499 F.2d 100, 104 (1st Cir. 1974) (“[N]ot every undesirable consequence which may follow from the exercise of the privilege against self-incrimination can be characterized as a penalty.”).

⁸*U.S. v. Indorato*, 628 F.2d 711 (1st Cir. 1980).

⁹*Fraternal Order of Police, Lodge No. 5 v. City of Philadelphia*, 859 F.2d 276, 282-83 (3d Cir. 1988).

¹⁰*Garrity*, 385 U.S. at 496, quoting from *Lisenba v. California*, 314 U.S. 219, 241 (1941).

¹¹*Lefkowitz*, 431 U.S. 801.

¹²*Spevack v. Klein*, 385 U.S. 511, 516 (1967).

¹³*Sanitation Men Assn., Inc.*, 392 U.S. 280.

¹⁴*Lefkowitz*, 431 U.S. 801.

¹⁵*Chan v. Wodnicki*, 123 F.3d 1005 (7th Cir. 1997).

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Understanding and Countering VIOLENT EXTREMISM

By Sam McGhee,
Lieutenant, Aurora,
Colorado, Police
Department

Acts of violence executed without warning by previously obscure assailants who exhibited no discernable warning signs are a global threat. These attacks are not precise tactical plans executed by highly trained military teams against worthy adversaries; rather, they are indiscriminate attacks on unsuspecting civilians who are enjoying special events or are on routine visits to places they feel safe. The results of these violent events are all too familiar: screams from the innocent who have been battered by speeding vehicles, torn apart by indiscriminate bullets, or eviscerated by shrapnel.

Efforts to understand the patterns of violent extremism and countering violent extremism (CVE) are constantly evolving and each of the two elements require separate sets of awareness methodologies. However, both can be improved by an examination

and analysis of the social and behavioral science foundations for extremism and by learning about the pervasive points of contention and debate, as well as being aware of the involved dynamics and positive progress on current initiatives.

Law Enforcement's National Security Role in the United States

In its 2011 progress report on implementing 9/11 recommendations, the U.S. Department of Homeland Security (DHS) stated,

The homeland security enterprise extends far beyond the DHS and the federal government. A key part of the enterprise includes working directly with law enforcement, state and local leaders, community-based organizations, and private sector partners to counter violent extremism at its source.¹



The evolution of terrorism and its implications since the attacks of 9/11 have provided unrelenting challenges to those charged with understanding these dynamics and providing safety and security. The multitude of post-9/11 reform measures have placed state and local law enforcement squarely within the U.S. national security realm of responsibility. One of the struggles in combating terrorism is identifying the source and markers of violent extremism. Although the 9/11 Commission chided the intelligence community for not having sufficient imagination to predict the unpredictable, it becomes an ever-increasing challenge to understand the dynamics of extremists' worldviews when violence accompanies them. The assailants who quietly build upon grievances in the shadows of privacy might go undetected until they execute their

attack. With each one of these assaults, the first responder and counterterrorism communities experience the public pressures to seamlessly predict, prevent, mitigate, respond to, and recover from such events, as is their responsibility with any other hazard faced. The difficulty is that violence associated with extremism presents evolving and unpredictable dynamics. Moreover, the contrasting notions of security versus liberty surface whenever the discussion of identifying potential violent extremism leans toward creating clear categories from which officials are better able to predict violent behavior. Certainly, when ideology or belief systems are entangled in the calculus, potential protective measures can foster concerns about creating a police-state or restricting freedoms.

Behavioral Models—The Correlation of Violence and Extremism

It is helpful to note that "terrorism" and "violent extremism" tend to be used interchangeably; however, there are specific definitions for terrorism based on statutory criminal elements and behavioral science criteria. The FBI defines terrorism as follows:

***International terrorism:** Perpetrated by individuals and/or groups inspired by or associated with designated foreign terrorist organizations or nations (state-sponsored).*

***Domestic terrorism:** Perpetrated by individuals and/or groups inspired by or associated with primarily U.S.-based movements that espouse extremist ideologies of a political, religious, social, racial, or environmental nature.²*

Studies of crime, violence, and deviant behavior are the foundation for the hypotheses and theories around predicting violent, criminal behavior. These attempts at understanding crime and violence resulted in theories that have served as foundational placeholders for further work in modern behavioral science theories. These theories include Rational Choice Theory—a person decides whether to engage in violent extremism, political violence, or terrorism based on the notion of weighing the cost of engaging in violence versus the benefit gained; Societal Theory—as an extension to Rational Choice Theory, individuals or groups choose political violence as a strategy from which other choices are discarded; Relative Deprivation Theory—individuals and groups feel deprived of benefits they feel they are owed when compared to others economically, socially, or politically; and Social Movement Theory—those who resort to violence do so out of a collective feeling of extreme frustration.³

In a specific attempt to enhance the ability to identify someone who will go from having extremist thoughts to mobilization or violent behavior, certain behavioral models are relied upon. Behavioral experts hypothesize that the dynamics of violent

extremism are similar to behavioral models and modes of social development. Furthermore, these experts suggest that "violent extremism is not a linear progression, but an evolving, dynamic situation involving numerous factors, catalysts, inhibitors, and mobilization variables."⁴ There are four primary behavior models that might apply, as defined in an article by the FBI's National Security Branch:

Social Identity Theory: An individual's self-image and status are directly connected to the group he or she belongs to, resulting in social categorization. A sense of belonging becomes an important factor in pride and self-esteem. The central theme is that group members seek to find negative aspects of other groups, which enhances their self-image, but also might result in prejudice, hatred, and violence toward other groups.

Gang Model of Criminal Behavior: A gang member feels deindividuated and willing to commit violent acts consistent with the gang's behavior and feels less personal responsibility. This separation from self, results in less accountability and self-awareness and manifests in instances of deviant behavior.

Causation Model of Juvenile Delinquency: A child is vulnerable to detrimental influences from familial, socioeconomic, educational, or ideological factors, resulting in criminal deviant behavior. The child is subjected to dysfunctional behavioral norms, rather than supportive or nurturing norms, resulting in delinquent behavior. Once exposed to dysfunctional norms, the child begins to exhibit behavior contrary to societal expectations.

Risk Model: An individual becomes at-risk when three elements are present: threat, vulnerability, and consequence. These three elements are not independent of each other, but, rather, all must be present to result in an at-risk individual. The sum of these three elements equates to an individual's risk, which considers motivation, intent, capability, opportunity, and psychological gain from acting on intentions.⁵

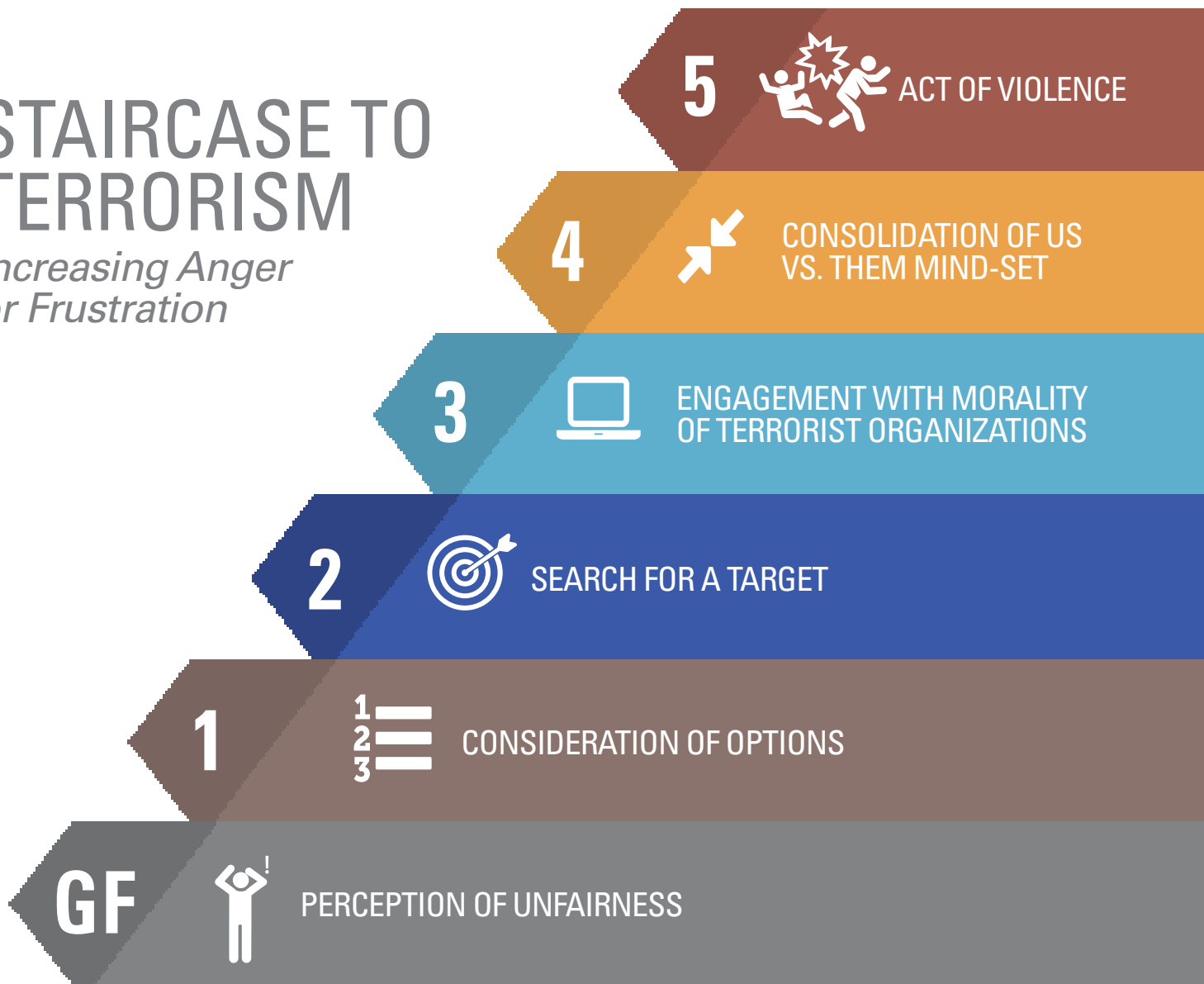
How do these hypotheses, theories, or any behavioral science models for that matter, help to explain the phenomenon of violent extremism?

Seeking Violent Extremism Indicators

The need for the capability to identify indicators of violent extremism and to intervene with people who display these troubling signs has become very important. For obvious reasons, when someone reaches a level of extremism that leads them to commit a violent attack, acting quickly to save lives in future potential attacks becomes the priority—assuming authorities are fortunate enough to be forewarned. However, differing views about pre-attack indicators emanate from both political and academic

STAIRCASE TO TERRORISM

Increasing Anger or Frustration



spectrums. Central to this debate is the notion that there must be an ideology that presupposes acts of violence will follow. Those with differing views appear to agree there are no valid and reliable determiners that can forecast a violent attack even when extremist views are present.

According to the New York University's School of Law, Brennen Center for Justice, two principal themes have emerged based on research. First, there are too many personal, social, or political aspects that play into one's propensity to become a terrorist to create a singular profile of a violent extremist. Second, precisely due to these factors, there is no discernable pathway to violence that validly or reliably predicts who will become violent and who will not.⁶

Professor of psychology at Georgetown University and instructor at the Naval Postgraduate School, Fathali Moghaddam, developed the Staircase to Terrorism, an analysis of the progression of dissatisfaction within and among groups and individuals that might

lead to an act of terrorism. The sequence begins with the perception of unfair or inadequate material conditions, such as social status, lack of education, and low wages, called the *ground floor* in this model. The "staircase" traverses the *first through fourth floors*; with each "floor" comes increasing anger or frustration with the professed injustice experienced by the grievant, starting with imagined methods by which to fight the perceived unfairness and displaced aggression directed toward a specified target. Then comes the moral rationalization or legitimizing of a terrorist's worldview, followed by the development of a me or us vs. them mentality, and, finally, culminating at the *fifth floor*, where the violent act is carried out.⁷

Similarly, threat-assessment experts Dr. Fredrick Calhoun and Stephen Weston created the Pathway to Violence in an attempt to demystify the phases of a person on the route to violence. In their model, the potential assailant begins with a grievance toward an organization, individual, or philosophy,

progresses to violent ideation, then to research and planning based on the violent thoughts. The individual engages in pre-attack preparation, begins testing the plan through probing and analysis, and finally executes the attack. It is not necessary for the attacker to progress through all phases to reach the attack stage, and a person may skip from one step in the progression to another or never complete the entire cycle to achieve a violent stage. Progression along this pathway might take years or occur rapidly.⁸

The Role of Ideology

In a recently released report, the U.S. Secret Service analyzed 28 mass attacks that occurred in 2017. These attacks, described as resulting in three or more persons harmed in public places, were analyzed for common characteristics. The findings revealed that 46 percent of the assailants were motivated by a personal grievance related to the workplace or to domestic or other issues. In addition, 71 percent of the attackers had prior

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In a recently released report, the U.S. Secret Service analyzed 28 mass attacks that occurred in 2017.

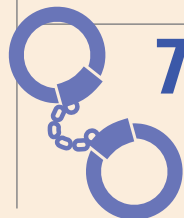


46% of the assailants were motivated by a personal grievance related to the workplace or to domestic or other issues.

All of the attackers had at least one major stressor in their lives; over half had financial distress in the past five years.



These mass attacks are described as resulting in three or more persons harmed in public places.



71% of the attackers had prior criminal histories.

54% had histories of substance abuse.

64% had symptoms of mental illness.

More than **75%** of the attackers communicated to others in some way prior to the attack and caused concern to those contacted.

6 of these cases, or **21%**, were deemed to be motivated by ideological or racial factors.

criminal histories, 64 percent had symptoms of mental illness, and 54 percent had histories of substance abuse. All of the attackers had at least one major stressor in their lives, and over half had experienced financial distress in the past five years. Finally, more than three-quarters of the attackers communicated to others in some way prior to the attack that caused concern in those they contacted, and those attackers who elicited prior concern caused more harm than those who did not. The report draws attention to the similarities of all cases analyzed, regardless of the underlying identified motives. Six of these cases, or 21 percent, were deemed to be motivated by ideological or racial factors.⁹

While it is widely held that ideology is the fundamental source for violent extremism, there is debate over the validity of this precursor. The Brennan Center disputes the legitimacy of the concept of ideology as an underpinning for violent extremism, citing the multiple experts who point out that “[m]ost people who hold radical ideas do engage in terrorism, and many terrorists... are not deeply ideological” and “there is increasing evidence that people who engage in terrorism don’t necessary hold radical beliefs.”¹⁰

A former CIA officer quoted in the Brennan Center report addressed Islam, an oft-cited ideology in discourse about violent extremism, stating,

[I]deology is commonly blamed for this turn to violence... [b]ut my interviews with terrorists in the name of Islam showed me that they were not ideologues and, indeed, did not understand much about their ideology... there are big problems with the ideology thesis. It is not a necessary condition to becoming a terrorist.¹¹

Previously mentioned arguments notwithstanding, the impulse to solely associate the Islamic faith with violent extremism tends to dominate the conversation around terrorism, yet holding this faith to be a primary risk factor would be misguided. A number of other extremist factions are associated with violent behavior, including radical branches associated with militias, sovereign citizens, anarchists, white supremacists, animal rights and environmental activists, anti-abortion activists, and black separatists, among others.

The degree to which ideology plays a role in the evolution of a person’s progression toward violent extremism might remain a subject of debate for some time. What appears to be more definitive is the behavior patterns escalating from grievance to mobilization, regardless of the underlying motivation. A collection of behaviors, when viewed in context, can indicate radicalized individuals are mobilizing and preparing to engage in violence to advance their cause. A combination of behaviors such as seeking out training, building capability, and other behaviors, can provide pre-attack indicators. Difficulty in achieving some or all these factors may sidetrack a potential attacker’s motivation.¹² Strong relationships between law enforcement and communities place awareness and vigilance at the highest priority and are imperative in identifying behaviors that can lead to a violent act.

One example of engaging the community in preventing violent extremists from acting is the United Kingdom’s Prevent program, introduced as one of four strands of the larger Contest program, which has focused on countering violent extremism since 2003.

The role of Prevent is to intervene in cases where someone is assessed to be at risk for joining extremist groups and conducting acts of terrorism. It is designed as a whole-of-community approach to identify those at risk and assess the need for further action. Between 2015 and 2016, approximately 7,500 referrals were made to the Prevent body. There are mixed opinions of the effectiveness of this program ranging from statistics demonstrating the effectiveness on those who were prevented from active efforts to conduct violence to the negative impact of alienating groups and inappropriately stigmatizing individuals within the community.¹³ These differing worldviews—those who believe the program is effective based on supporting statistics in contrast to those who view the program as unfairly profiling certain groups—persuasive as they might be, add to the evolution of understanding and the continued examination among practitioners and academics alike.

The Complexity of Countering Violent Extremism

The very nature of violent extremism is complex—thus, also are efforts to counter it—due to an endless array of groups, interests, varied behavioral trends, and other social conditions involved, as well as the inherent unpredictability of violent extremism. Often, the dynamics of what led to one’s extremism and the will to act violently are not deciphered until the post-attack assessments, if ever.

The problem of countering violent extremism cannot be viewed as having a classical beginning and an ending as exist in more linear problem-solving approaches. Rather, countering violent extremism requires the problem solvers to understand that underlying roots will be unpredictable and can shift and morph. When a particular approach to CVE seems to have the desired effect, that solution should be intensified until it no longer serves. At the same time, continual efforts to improve education and awareness when newly discovered elements of violent extremism emerge can bring with them new opportunities for successful outcomes. This appears to be the case with the UK’s Prevent program as well as some approaches in the United States.

While there might be benefits to the methods used to identify those who may be at risk—often youth—there is also criticism over claims of unfairly isolating groups and individuals within the community. It is challenging to assess the value of criticism when highlighting newly discovered methodologies aimed at defining precursors to violent extremism. Criticism, together with empirical research, can serve as feedback or a litmus test from which improved methodologies can be developed to better understand violent extremism. The key might also

lie in understanding the differences between assessing past events and predicting future risks with some degree of reliability and validity.

Methodologies and Research

Debate over the predictable origins of extremist behavior center around the belief system of those who have radicalized and become violent. What causes someone who has extremist views to progress to violence? In a 2013 comprehensive literature review, several recommendations emerged to help better collect, analyze, and organize the data so a valid and reliable empirical foundation could be laid. The conclusions and recommendations cited a lack of primary source analyses from which to establish such a foundation. There has been a shortage of experienced researchers in the field of terrorism, as many authors on the topic have not interacted with actual terrorists, nor have they done field work. Methodologies and stages of analysis are limited, and very little effort has been spent on critiquing research into CVE and terrorism studies.¹⁴ The following are among the recommendations:

- **Develop an empirical database.** Much of the literature is based on commentary and lacks empirical research.
- **Invest in social science and transdisciplinary research approaches.** Because of the complex dynamics of violent extremism, it is necessary to merge multiple social science disciplines and field methodologies.
- **Emphasize the interdependence of the intelligence community, academic disciplines, and practitioners.** This will break down silos of knowledge within and between disciplines, allowing for a better comparison and subsequent continuity of methodologies.¹⁵

The Role of Community

Countering violent extremism—or any complex social concern—requires a broad array of social entities to collaborate. Coordinated interrelationships between segments of the community, such as academia, community leaders, mental health professionals, leaders of the faith community, the intelligence community, and law enforcement, are essential to gaining the best perspective for creative and effective solutions to materialize. The concept of community-oriented policing is not new to law enforcement and has provided problem-solving dividends for decades. The value of a solidified, trust-based relationship between the community and its law enforcement agency can transcend the ebbs and flows of social turmoil. New behavioral dynamics about troubled youth who

might be led astray by extremists' attractive messages on social media or other communication modes might be better recognized when open communication exists within the various community elements.

While violent extremism can include a host of groups or individuals and their motives, the Muslim community, as an example, is often viewed as the epicenter of concern, which, as noted, is a narrow perspective lacking broader analysis. However, as a result of this perception, some CVE efforts have been criticized for unfair targeting or profiling of those who practice Islam. If the relationship between law enforcement and the communities they serve is based on open dialogue and trust, crucial outcomes will occur based on the quality of those relationships. First, conversations with affected segments of the community, academia, and resource providers will happen, leading to effective education, awareness, and intervention models. Next, important feedback can be shared with those involved in CVE programs, resulting in opportunities for improved strategies and outcomes. Finally, a solid community-police relationship provides for unlimited subtle feedback loops that can reduce the fear of arrest or retribution by at-risk segments of the community and enhance the focus on intervening in a potential attacker's violent continuum when it counts, thus saving lives and further boosting the community's confidence.

Ongoing Efforts Producing Results

Communities across the United States have engaged in CVE initiatives by adopting educational and intervention models with the social and behavioral science foundations discussed earlier. Acknowledging the disparate levels of available research, many of these programs have sought out the latest best practices grounded on both available empirical and anecdotal studies.

Of particular concern is the notion that young people exposed to identified risk factors may be more vulnerable to the allure of extremism if there is no intervention. As exemplified in a Montgomery County, Maryland, program, there are efforts to educate friends, family, and others close to at-risk youth to recognize the signs of radicalization and report their observations to a variety of resource agencies designed to help intercede at any stage of radicalization. These models consciously focus away from targeting or profiling specific groups and involve a blend of disciplines within the social sciences, academia, and field practitioners in law enforcement and the intelligence community.

To support these blended efforts, in 2017, the DHS created the Office of Terrorism Prevention Partnerships (OTPP). Formerly the Office for Community Partnerships, the OTPP's mission is to enhance community

awareness and provide education on the indicators of pending radicalization. They partner with communities to augment local programs already in place to intervene with those at risk and to derail radicalization that might lead to terrorism or other criminal behavior. Rather than employing a cookie-cutter solution, underlying concepts about extremism are used as a foundation to support established local programs with proven track records, allowing for a customized approach for the communities.

The OTPP has named the following objectives as their priorities:

- **Community Engagement.** OTPP works with the Office for Civil Rights and Civil Liberties to facilitate community engagements to build awareness and promote dialogue with community partners, which includes engagements with DHS senior leadership.
- **Field Support Expansion and Training.** OTPP supports DHS field staff across the United States to develop and strengthen local partnerships and to provide training opportunities.
- **Grant Support.** OTPP is working closely with the Federal Emergency Management Agency to issue a notice of a funding opportunity for community-based programs in summer 2018.



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- **Philanthropic Engagement.** OTPP works with the philanthropic community to maximize support for local communities and encourage long-term partnerships.
- **Tech Sector Engagement.** OTPP engages the tech sector to identify and amplify credible voices online, as well as, promote counter-narratives against violent extremist messaging.¹⁶

Colorado Initiatives to Prevent Radicalization

To deliver on the field support objective, there are two full-time field staff deployed in the United States by the OTPP—one located in Los Angeles, California, and the other in Denver, Colorado. Both the Aurora and Denver, Colorado, police departments have partnered with the OTPP and have embraced the objectives of (1) building trust, (2) building awareness, and (3) creating ways to intervene when radicalization is indicated. Powerful alliances created in Colorado were designed to have a positive impact on the causal factors, as well as pre-attack warning indicators. The objective is to supersede someone's efforts to act on the desire to cause an attack based on radicalization. One of the key members of Colorado's partnership is the Colorado Resilience Collaborative (CRC), an interdisciplinary initiative at the University of Denver. This group addresses identity-based violence—radicalization and discrimination based on race or ethnicity, nationality, faith, and ideology. Consistent with the objectives of the OTPP, the CRC leverages the effectiveness of developing partnerships and convening community members, consulting with local communities through a clinical approach, providing educational services, and generating expertise and knowledge through research.¹⁷

To identify someone on the pathway of radicalization and intervene before they mobilize require reliable and valid methods to understand when that individual is preparing to act on the ideas of supporting non-state violence and that violence is necessary to accomplish social or political change. While simply having these thoughts does not amount to a real or present danger, the actions taken toward executing (mobilizing) the radicalized thoughts do. Therefore, this initiative is designed to combine the collective values of participating segments of the whole community and to provide effective avenues for referral at many points during an individual's progression to radicalization.

The Denver Police Department has received grant money from OTPP to focus on training officers in the aspects of terrorism and community involvement, enhancing department engagement with a broad representation of communities with wide-ranging forms of violent extremism, and using its citizen academies to bring a wider

overall community awareness of terrorism prevention.

Aurora school resource officers (SROs) have created programs designed to bring awareness to school-age students and their parents about the dynamics of radically oriented websites or other social media opportunities, which provide passageways for radicalization. This program is enhanced by the Aurora Police Department's Aurora for Youth Program. Created in 2013, Aurora for Youth is a collection of five distinct programs, both police department-based and community-based, designed to provide comprehensive prevention, education, and intervention services for youth and their families. The groundwork of these programs, coupled with lessons learned from a visit to the UK's Prevent program, have helped produce the current approach.

The SRO program has been introduced through a formalized community-based group of leaders from a multitude of segments within the community such as the faith community, school officials, business leaders, and leaders from numerous ethnic groups, an approach which helps to validate the program. This method is not new in Aurora. Established in the 1990s, the Aurora Key Community Resource Team (AKCRT), as well as other more contemporary forums, helps provide guidance from key community members and lends legitimacy to processes like this. Hate crimes toward individuals and religious institutions, as well as bullying, are subjects addressed in these programs. In addition, the SROs use mock court trial scenarios to educate students in these subject areas, and local prosecutors volunteer their time to assist in the process. These efforts are recognized as being advantageous in impacting the ever-changing dynamic of radicalization.

Final Thoughts

It is clear that violent extremism will continue to present tremendous challenges to counterterrorism and law enforcement professionals, thus driving efforts to better understand and, therefore, disrupt it. Identifying those who are vulnerable to radicalization prior to the critical mobilization phase is at the epicenter of unraveling the tangled combination of contributing, socially based factors. These struggles are accompanied by disagreements between elements of academia, local communities, and the counterterrorism environment. Common to all stakeholders, however, is the commitment to protect innocent people who, through no fault of their own, unwittingly place themselves within the theater of radicalism, in places they would typically consider safe. Beyond the trials of radicalization and violence remains the collective assurance that lives will be forever valued, driving the mission of protecting the innocent. □

Notes:

¹U.S. Department of Homeland Security (DHS), *Implementing 9/11 Commission Recommendations: Progress Report 2011* (Washington DC: DHS, 2011).

²FBI, "Terrorism," <https://www.fbi.gov/investigate/terrorism>.

³Minerva Nasser-Eddine et al., *Countering Violent Extremism Literature Review* (Edinburgh, South Australia: Counter Terrorism and Security Technology Centre, 2011).

⁴"A New Approach to Countering Violent Extremism: Sharing Expertise and Empowering Local Communities," *FBI Law Enforcement Bulletin* (October 2014), 4.

⁵The descriptions of all four behavior models are taken from "A New Approach to Countering Violent Extremism."

⁶Faiza Patel and Meghan Koushik, *Countering Violent Extremism* (New York, NY: Brennan Center for Justice, New York University School of Law, 2017).

⁷Fathali M. Moghaddam, "The Staircase to Terrorism: A Psychological Exploration," in *Psychology of Terrorism*, eds. Philip Bongar et al. (New York, NY: Oxford University Press, 2007), 69–77.

⁸Frederick S. Calhoun and Stephen W. Weston, *Contemporary Threat Management: A Practical Guide for Identifying, Assessing and Managing Individuals of Violent Intent* (San Diego, CA: Specialized Training Services, 2003).

⁹U.S. Secret Service (USSS), *Mass Attacks in Public Spaces—2017* (Washington DC: DHS USSS, 2018).

¹⁰Patel and Koushik, *Countering Violent Extremism*.

¹¹Patel and Koushik, *Countering Violent Extremism*.

¹²National Counterterrorism Center, "Precursors to Violent Extremism," *Counterterrorism Guide for Public Safety Personnel* (Office of the Director of National Intelligence, Joint Counterterrorism Assessment Team).

¹³"Reality Check: What Is the Prevent Strategy?" BBC, June 4, 2017.

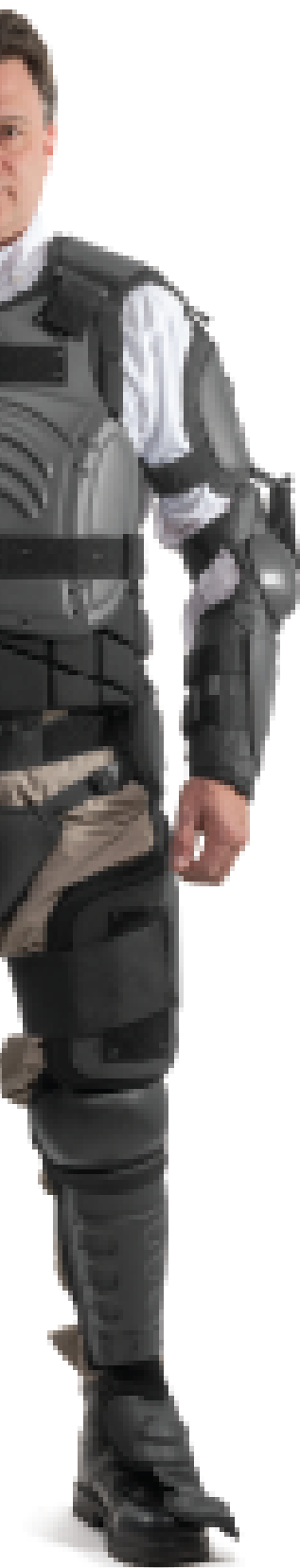
¹⁴Nasser-Eddine et al., *Countering Violent Extremism Literature Review*.

¹⁵Nasser-Eddine et al., *Countering Violent Extremism Literature Review*.

¹⁶DHS, "Terrorism Prevention Partnership," <https://www.dhs.gov/terrorism-prevention-partnerships>.

¹⁷University of Denver, "Colorado Resilience Collaborative," <https://www.du.edu/gssp/resilience-collaborative>.

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TAIWAN'S FRAMEWORK OF COUNTERMEASURES

By Leo S.F. Lin, Lieutenant Colonel, Attaché,
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United States

Preventing and combating fraud has long been one of the key priorities of the Taiwan government. Following the liberalization and globalization of telecommunications and the Internet, fraud cases have become consolidated and organized, and they are often integrated with Internet and information and communication technology (ICT), evolving into new types of electronic fraud crimes. According to the FBI Internet Crime Complaint Center Annual Report, victim losses related to Internet fraud crimes in 2016 reached 1.33 billion USD worldwide.¹ According to EUROPOL's *Internet Organized Crime Threat Assessment (IOCTA) 2017* report, countries in Asia feature heavily as victims of cybercrime, and many Asian countries, including India, Taiwan, Malaysia, South Korea, and Pakistan feature in some reports as the countries with the highest rates of attacked computers.² This is clear evidence that Internet-enabled crimes are borderless and involve multiple jurisdictions across the globe; thus, it is clearly important that Taiwan share its best practices and policies in addressing these issues.

In East and Southeast Asia, some organized crime groups actively conduct their illicit activities over the Internet using telecommunication tools. Those groups operate in various countries where it would be hard for law enforcement agencies to trace them. One of the recent examples is that in August 2017, the Cambodian authorities arrested nearly 400 Chinese and Taiwanese nationals for operating Internet and telecom scams to defraud victims in China.³ The whole region is affected by Internet-enabled and telecommunication fraud crimes conducted by transnational criminal groups. This phenomenon has become a new security threat to the region that requires cross-border cooperation and joint efforts.

The Taiwan government has vigorously implemented a series of practices to prevent and combat these types of crimes. This article outlines the measures that have been taken and the outcomes that the Taiwan government has achieved in addressing these transnational crimes.

Internet and Telecommunication Fraud Crime Prevention Measures

Countering fraud crimes is a top priority of the Taiwan government. Since 2000, fraud crimes have become rampant in Taiwan, and these types of crimes are gradually spreading to neighboring countries, especially in Southeast Asia. Syndicates from Taiwan take advantage of the Internet and ICT to set up call centers abroad and conduct fraudulent activities in a third country, utilizing voice over Internet protocol (VOIP) to forward incoming calls from a third

country.⁴ This has made it difficult for police authorities in Taiwan to trace the suspects and work with foreign law enforcement agencies. One of the impediments is the linkage of evidence to the fraud cases. The collection of evidence on Taiwan nationals engaging in fraud crimes overseas has not been easy because the criminal activity takes place out of the reach of Taiwan law enforcement. Nonetheless, this type of crime is subject to a high probability of recidivism, so suspects with related criminal records are established in the database with information from passenger manifests and other sources on the length of time between arrival and departure, location, and the subjects of interaction, to facilitate data analysis and determine if these suspects have engaged in fraudulent crimes overseas. In order to prevent transnational fraud crimes, for example, the Taiwan government is designing and establishing a cross-border telecommunication fraud crime database to investigate and break up fraud crime organizations. The ultimate objective is to ensure that no one can profit from such crimes.

Integration of Resources from Different Governmental Agencies

The Taiwan government is aiming to establish a holistic approach to combat fraudulent crimes and to utilize the resources and strengths of different governmental bodies. For instance, the Taiwan government convened an interdepartmental platform meeting to aid in the fight against cross-border fraud crimes. On June 3, 2016, the Ministry of Justice, Ministry of Foreign Affairs, Mainland Affairs Council of Executive Yuan, Criminal Investigation Police Office, National Police Agency of the Ministry of the Interior, Taiwan High Prosecutors Office, and other agencies established the Interdepartmental Coordination Platform for Processing Cross-Strait Telecommunication Fraud Cases in Other Countries (hereinafter referred to as the Interdepartmental Coordination Platform) to process cross-strait, cross-border fraud cases. The Minister of the Mainland Affairs Council and the Minister of Justice served as co-chairmen and conducted regular Interdepartmental Coordination Platform meetings. The platform has met five times since it was established, inviting the Judicial Yuan and Investigation Bureau of the Ministry of Justice (MJIB) to attend the meeting and discuss "Strengthening Actions in the Fight Against Telecommunication Fraud Cases." The meeting also reached a resolution on matters related to the division of labor for each department.

The following points describe the specific outcome of the platform meetings:

1. The Mission-Based Police Liaison Officer program was launched to promote frequent cooperation between Taiwan and law enforcement in other countries and to provide Taiwan's experience in the fight against telecommunication fraud through transnational law enforcement cooperation.

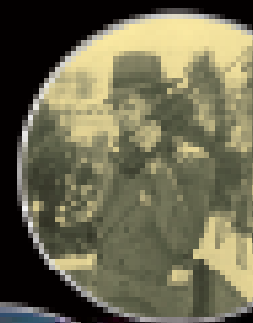
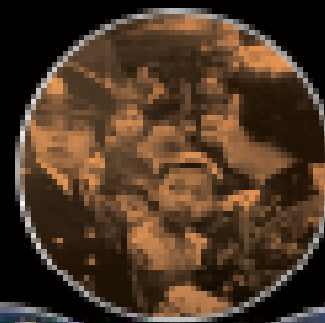
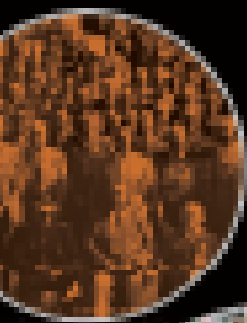
2. The Ministry of Foreign Affairs has developed a reporting mechanism, "Pre-warning, Arrest and Detention, and Repatriation Report

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on Taiwan Nationals Engaged in Cross-country (border) Telecommunication Fraud Overseas" to report criminal information in Taiwan and abroad to the competent authorities immediately.

The National Communications Commission (NCC) and Financial Supervisory Commission (FSC) also took part and explained control actions for prepaid cards issued by telecommunication industries and the union pay cards frequently used in fraud, attempting to jointly conceive a possible solution.

In prosecutorial efforts, the local court prosecutors' office (hereinafter referred to as prosecutors' office), under the supervision of the Taiwan High Prosecutors Office (hereinafter referred to as Taiwan High Prosecutors), is in charge of investigating cross-border telecommunication fraud cases. The prosecutors' office commands MJIB or the Criminal Investigation Bureau of the National Police Agency to lead the investigation. To effectively block cross-border telecommunication fraud and recover the assets, the Taiwan High Prosecutors established the Cross-Border Telecommunication Fraud and Asset Recovery Platform on April 28, 2016, with responsibility for the supervision of local prosecutors' offices and integration of the investigation powers from the prosecutors, police, and investigation bureau. The platform coordinates the public and private sectors, assisting with the investigation and recovery of assets in order to effectively fight these types of crimes.

Amendment and Improvement of Relevant Laws and Regulations

Suppressing crime not only relies on law enforcement and prosecution efforts, but also requires appropriate amendments to existing criminal laws. Taking into consideration the independent punishment regulation governing fraud crimes of specific patterns under foreign legislation, Taiwan has promulgated the addition of an aggravated fraud offense, where the three patterns of "fraud offense committed in the name of a government agency or public official without authorization," "carried out by three or more people," and "carried out by dissemination of false information to the general public through television, electronic communication, the Internet or other media" were added to the list of aggravating conditions.⁵ The sentence for this crime will be at least one year and up to seven years imprisonment, taking into consideration the maliciousness of the fraudulent behavior, its social impact, and the crime equity in the criminal code. The sentence may include a fine of up to 1 million NTD and unaccomplished offenses will also be punished.

Suppressing crime not only relies on law enforcement and prosecution efforts, but also requires appropriate amendments to existing criminal laws

Given that transnational crimes and actors are always associated with the flow of illicit money, it is also imperative to amend the pertinent laws. To improve the laws and regulations governing the investigation and prosecution of telecommunication fraud and thoroughly and effectively deprive criminal organizations of the illegal proceeds from such fraud, Taiwan took actions to promote amendments to the Money Laundering Control Act, with the new rules taking effect on June 28, 2017. Prior to the amendments to the Money Laundering Control Act, the indictment of the transporter (i.e., individual who withdraws cash and transports it to the criminal group's leaders) was under the provisions of fraud crimes in article 339 of the criminal code. The victims of telecommunication fraud are often unidentified, and the lack of relevant evidence makes it more difficult to indict the suspect. To help remedy this, the transporter clause was added to Article 15 of the Money Laundering Control

Act, which is expected to curb the criminal acts of frequent withdrawal of money by the transporters of fraudulent organizations. In addition, the clause regarding confiscation in the act was expanded so that the proceeds from frequent or organized money laundering crimes can be confiscated if there are sufficient facts that support a finding that the suspect has obtained disposable property or proceeds from other illegal acts. Also, the revision expanded the list of relevant crimes to include money laundering and prescribed minimum and maximum sentences.

Because transnational fraud crimes are organized crimes, the Taiwan government also reviewed the definition of organized crime to ensure that the legal definition fits the crime threats the country currently faces. Also, to effectively fight against organized crime, particularly the curbing of cross-border telecommunication fraud crimes in the protection of life, property, and security, Taiwan is promoting an amendment to the Organized Crime Prevention Act, which will make members of crime organizations subject to the previous aggravated fraud crime listed in Article 339-4 of the criminal code and to the regulations governing the severe punishment for participation in crime organizations under the amendment to the Organized Crime Prevention Act.

International Mutual Legal Assistance Measures and the Cross-National Cooperation and Exchange

Although Taiwan has signed the Agreement on Mutual Legal Assistance in Criminal Matters with the United States, the Philippines, and South Africa, most countries have not yet signed a mutual legal assistance agreement with Taiwan. In the absence of an assistance agreement, the investigation of cross-border telecommunication crimes requires national regulations that will facilitate criminal and judicial assistance, with explicit and specific reference for compliance. The Ministry of Justice has taken into consideration international covenant and foreign legislation in the formulation of the draft Act on International Legal Assistance on Criminal Matters. The special act shall be applied to regulate criminal and judicial assistance and serve as the basic legal source for Taiwan to execute relevant matters and facilitate the request and execution of criminal and judicial assistance between Taiwan and other countries, as well as to provide reference for the recovery of assets. It is stipulated in the draft that the confiscation of assets, with the assistance provided by foreign governments that facilitate the confiscation or pursuit of property related to crime, shall be applied using crime asset sharing principles after cross-border cooperation in executing confiscation. The confiscation rules of other countries will need to be added to the Act on International Legal Assistance on Criminal Matters.

In addition, Taiwan officially joined the Asset Recovery Inter-Agency Network of Asia/Pacific (ARIN-AP) on January 28, 2014. The organization was founded under the assistance of the United Nations Office on Drugs and Crime (UNODC) in South Korea, with the mission of advocating for the network to become the agent for judicial mutual assistance of intelligence for countries in Asia and the Pacific, enhancing the performance of judicial mutual assistance and removing the platforms that obstruct crime asset return. Taiwan is an ARIN-AP-based platform that strengthens its interaction, exchange, and experience sharing with competent authorities worldwide. Taiwan is also acting to participate in the international community, which it believes will assist in the prosecution of cross-border crimes. Moreover, Taiwan's law enforcement communities actively participate in international meetings and activities with enthusiasm to strengthen ties with the central authorities of other countries.

Conclusion

Transnational organized crime groups have benefited from the advancement of ICTs in the conduct of crime. Being borderless, telecommunication and Internet fraud crimes cannot be solved by one region or country alone. With the spillover effects of transnational crime, every affected country should work more intensively

to solve the problem, not only by integrating its domestic resources, but also by working together with other countries. The profits and advantages of conducting Internet and fraud crimes are apparent, and it has been observed that criminal groups in different countries learn from each other to maximize their illicit use of the Internet.

The Taiwan government is striving to establish holistic frameworks for countering Internet-enabled and telecommunication fraud crimes. These frameworks coordinate the relevant resources of cabinet-level departments of the central government and promote the enactment and enforcement of laws. Efforts to improve international and cross-strait law enforcement cooperation have been made at the domestic and international level. While not every country is affected in the same way by Internet and telecommunication fraud crimes, the frameworks developed by Taiwan can be a reference for other countries where this type of crime is growing. It is also the Taiwan government's responsibility to continue its efforts and share best practices with other law enforcement communities and foreign governments so as to promote the safety and security of the people worldwide. □

Notes:

¹FBI Internet Crime Complaint Center, *2016 Internet Crime Report*, 14, https://pdf.ic3.gov/2016_IC3Report.pdf.

²EUROPOL, *Internet Organised Crime Threat Assessment (IOCTA) 2017*, 68, <https://www.europol.europa.eu/activities-services/main-reports/internet-organised-crime-threat-assessment-iocta-2017>.


³Prak Chan Thul, "Cambodia Arrests Nearly 400 from China and Taiwan Over Telecoms Fraud," Reuters, August 17, 2017.


⁴Te-Hua Lin, "Experience Sharing in Combating Cross-Border Telecommunications and Internet Fraud Crime in Taiwan," *Police Chief* (August 2013): 70–73.

⁵Criminal Code of the Republic of China, Article 339-4.

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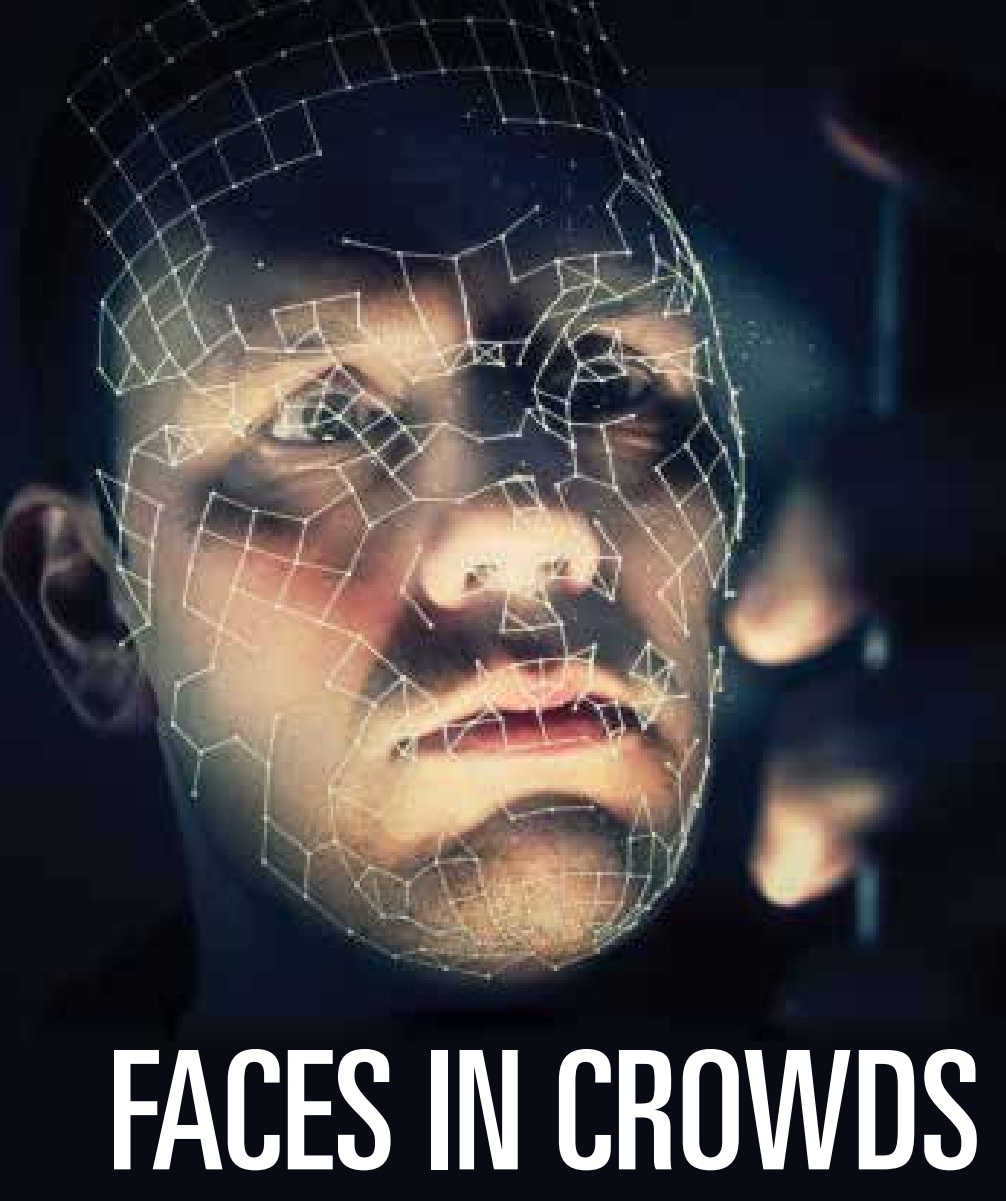
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FACES IN CROWDS

IDENTITY AS A COUNTERTERRORISM TOOL

By Glenn Krizay, Director; Gerald Reimers, Senior Advisor to the Director; John McMullen, Business Enterprise Specialist; and Matthew McLaughlin, Strategic Communications, Defense Forensics and Biometrics Agency

Famous author and humorist Mark Twain apocryphally said, “If you tell the truth, you don’t have to remember anything.” Today, he might have added that if your words don’t speak the truth, then your biometrics will. The Federal Bureau of Investigation (FBI) demonstrated this in February 2018, when it arrested a Saudi citizen living in Oklahoma and charged him with visa fraud and making false statements to the FBI. Fingerprints recovered from documents found in Afghanistan placed the man, Naif Abdulaziz M. Alfallaj, at an Al Qaeda training camp in 2000. Alfallaj allegedly omitted this phase of his life when petitioning for a U.S. visa.¹

Alfallaj expected that his history in Afghanistan would remain unknown to U.S. authorities. In past eras, he would have succeeded in this subterfuge by merely crossing jurisdictional lines and possessing genuine-looking documents. However, in today’s counterterrorism environment, forensic science and biometric technologies give law enforcement a decisive edge in discovering such evasions and fabrications. Whatever the data source—domestic criminal files, immigration records, or forensic exploitation on foreign battlefields, to name a few—identity information can be applied anywhere and by any agency with access to it, within proper authorities. Providing that access to those who need it is a top inter-agency and international priority in the fight against terrorism.

“Big Three” U.S. Federal Biometric Databases

A myriad of biometric databases exists worldwide, backed by national governments as well as states, provinces, and municipalities. Each has a specific mission and different set of capabilities. However, standardization in data storage and transmission enables conformant systems to share information between and check against one another, significantly multiplying each system’s potential to catch criminals and terrorists.

The U.S. federal government operates three primary biometric repositories, owned by the Departments of Homeland Security (DHS), Justice (DOJ), and Defense (DOD), as well as various smaller systems. Each of the “big three” serves distinct users and purposes, but is capable of interfacing with the other two in support of homeland and national security.

By far the largest is DHS’ Automated Biometric Identification System, known as IDENT, which holds information on more than 200 million unique identities.² This volume of data is mostly due to the DHS presence at U.S. borders and its management of the immigration system, but its law enforcement, investigative, and intelligence components contribute, as well. DHS is replacing IDENT with an upgraded system known as Homeland Advanced Recognition Technology (HART), which will be better able to handle “multimodal” records containing face, fingerprint, and iris images. Work on HART commenced recently, following a contract award in February 2018.

The FBI, within the DOJ, operates the second-largest U.S. federal database. Next Generation Identification (NGI), replaced the FBI’s legacy fingerprint-based system in 2014.³ NGI is a modern, multimodal database that serves customer agencies across the United States with services including a national “Rap Back” service, the Interstate Photo System, and fingerprint verification. It stores more than 74 million criminal files.⁴

DOD is the third leg of the stool. At only 17 million records, the DOD Automated Biometric Identification System (ABIS) is the smallest of the “big three” U.S. federal databases, but it proportionately contains the most dangerous population set. DOD biometrics are focused on military operations and providing data that can secure its forces and facilities back home. If a terrorist identified on a battlefield years ago tries to get a job at a U.S. military base, DOD ABIS will spot him or her. DOD ABIS enables wide-ranging missions including military law enforcement, anti-terrorism, force protection, intelligence, physical and logical access control, insider threat detection, identity management, credentialing, detention, and interception operations.

An essential component of the last 15 years of U.S. operations overseas has been gathering identity information from and about threat actors. U.S. and coalition forces have done so through a variety of means, such as the biometric enrollment of detainees, forensic exploitation of bomb fragments and sensitive sites, routine patrols, and base access controls. These collection efforts in the field and information sharing in the background enable the U.S. government to deny anonymity to its enemies at any point of encounter. DOD produces a Biometric-Enabled Watchlist (BEWL) and collaborates with DHS and DOJ daily to promulgate it for whole-of-government use. Watchlisted terrorists and criminals can be identified by their biometrics by Special Operations soldiers on a raid, Border Patrol agents in Arizona, or a Los Angeles County sheriff’s deputy booking someone who appears to be just a small-time criminal.

In one case, U.S. forces at Kosovo’s Pristina Airport biometrically enrolled a criminal subject and nominated him to the BEWL in 2013. The subject legally changed his name and traveled to Canada several months later. Name-based checks on his past were ineffective. When attempting to cross into New York, however, U.S. Customs and Border Protection agents checked his biometrics against the BEWL and discovered that he was a match. The subject initially denied having a criminal record, but later confessed after border authorities were able to confront him with details from DOD records. The subject’s entry to the United States was denied. This case highlights the vulnerability of name-based checks to manipulation, but also the robust capability of biometric enrollments and information sharing. After all of the subject’s efforts to avoid detection, his own fingerprints gave him away.

International Fight against ISIS

The biometric identity capability took on added gravity, following the military defeat of the so-called Islamic State (ISIS) in Syria and Iraq, which recruited approximately

40,000 foreigners to fight on its behalf there. Many were killed or detained there; however, some—estimates indicate more than 5,000—are still free and will want to return (or have returned) home.⁵ ISIS members and other foreign terrorist fighters (FTFs) have conducted and will continue to be called to perpetrate attacks abroad and in their home nations. Knowing their identity is key to tracking them, identifying them when they travel, denying them anonymity, and stopping them.

It’s not just the United States working on this. The International Criminal Police Organization (INTERPOL) has historically taken on a leading role in sharing criminal identity information across borders and is playing a similar role in counterterrorism efforts. INTERPOL currently holds biometric data on approximately 41,000 FTFs. INTERPOL’s Project FIRST (Facial, Imaging, Recognition, Searching and Tracking) facilitates the availability of this information to member states’ law enforcement agencies. Of particular importance to this effort is INTERPOL’s National Central Bureau in Baghdad, Iraq, which is well placed to counter the remaining elements of ISIS through law enforcement action.⁶

INTERPOL recently teamed with the U.S. Department of State and International Institute for Justice and the Rule of Law to organize the two-day Conference on Mobilizing Law Enforcement Efforts to Defeat ISIS

in February 2018.⁷ The conference brought together diplomatic and law enforcement authorities from nearly 90 countries to coordinate on meeting the ISIS threat. Some of the objectives were to promote the awareness of tools such as battlefield evidence, biometrics, and watchlists; use of data obtained outside of traditional law enforcement activities, including information collected during armed conflicts; and exchange of biometric identifiers. Leaders commented that ISIS is seeking refuge in countries outside of Syria and Iraq; that biometrics is a critical tool to verify identity; and that global collaboration by, with, and through international partners must be sustained to defeat ISIS.

This conference came in the wake of United Nations (UN) Security Council Resolution 2396, unanimously passed in December 2017.⁸ This measure calls upon member states to counter movement by violent extremists through improved border control, criminal justice, and information sharing. It explicitly directs biometric collections at transit points and encourages member states to share relevant information with other states. It further directs the development of terrorist watchlists and databases for use in a whole-of-government fashion by law enforcement, border security, and the military to detect and counter the threat. This Security Council resolution provides legitimacy to the collection and distribution of identity information, biometric and



Technology at border checkpoints administered by U.S. Customs and Border Protection presents opportunities to identify and detain watchlisted criminals and terrorists. (USCBP photo)

otherwise, which some UN member states may have questioned in the past. The threat of former ISIS fighters striking close to home has had a clarifying effect on the issue.

The North Atlantic Treaty Organization (NATO) is similarly changing its operational paradigm. Although long involved with biometric collections in military operations, NATO has historically refrained from sharing data outside the operating area (Afghanistan, generally). In June, though, NATO formally revised this policy by action of the North Atlantic Council and Secretary General, following immense preparatory efforts by NATO's Defence Against Terrorism Programme of Work. With the new policy, NATO may share biometrics collected during its military operations with member states' law enforcement and border security agencies. This will facilitate information sharing not just among NATO members, but potentially with INTERPOL and the European Union's policing agency, EUROPOL. The objective is to ensure that data collected during NATO-led operations are accessible to

those who need it, such as local law enforcement agencies.

The Local Level

With the increasing prevalence of biometric technology, more local law enforcement organizations are finding ways to incorporate it into their equipment and operations. While these efforts are usually aimed at local needs such as identifying individuals with outstanding warrants or streamlining the booking process, it is also possible for agencies to link up with larger databases, including federal ones, to increase vigilance in support of counterterrorism.

The FBI provides a means of doing this through its Repository for Individuals of Special Concern program (RISC).⁹ First fielded in 2011, RISC makes a subset of U.S. national fingerprint data available via download to law enforcement officers' biometric mobile devices. The FBI distributes a regularly updated RISC database containing fingerprints of high-interest individuals, including known and suspected terrorists, violent

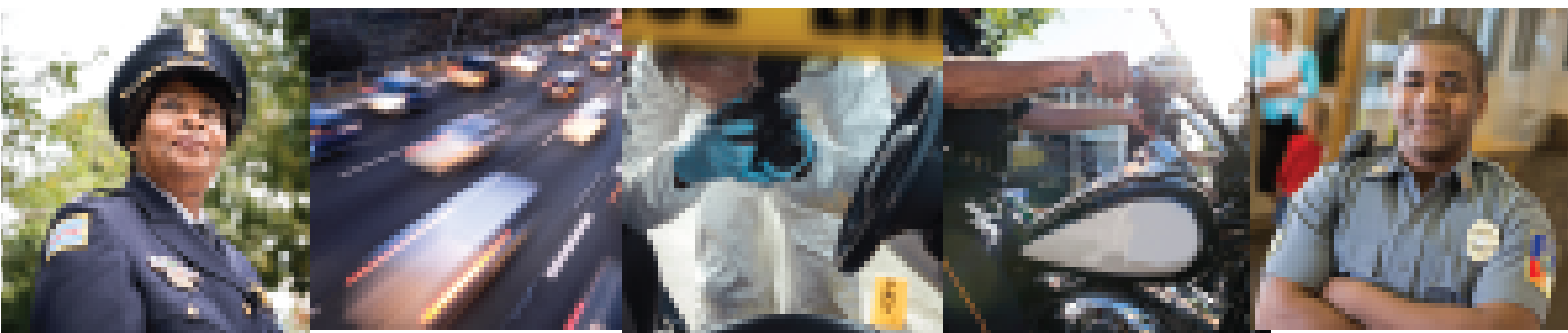
criminals, sexual predators, and other individuals of special interest. Law enforcement officers enroll subjects' fingerprints directly on a mobile biometric device and are able to see almost instantly if the individual is in the RISC data set downloaded to the device.¹⁰ To access these data, local law enforcement agencies need to have or purchase compatible mobile devices and coordinate RISC access with their state fingerprint or biometric agency.¹¹ Besides RISC, agencies are also using other biometric systems in the United States, as seen in the following examples:

Texas Department of Public Safety (DPS): The Texas DPS maintains an automated fingerprint identification system (AFIS) to keep fingerprint records of all persons previously arrested in the state. It currently holds data on more than 4.8 million individuals.¹² In addition to FBI-compliant "livescan" units used at police stations for arrests throughout Texas, mobile fingerprint devices deployed by local law enforcement agencies can capture live and latent prints for rapid identification. Transmission of fingerprint captures



Iraqi Federal Police attached to the 2nd Battalion enroll their biometrics into a database at the Besmaya Range Complex, Iraq, February 8, 2018. Members of the Spanish Armed Forces are conducting the enrollments as part of Combined Joint Task Force-Operation Inherent Resolve. Biometric enrollment of police helps screen for insider threats and increases accountability for pay and personnel management. (U.S. Army photo by Spc. Antonio Lewis)

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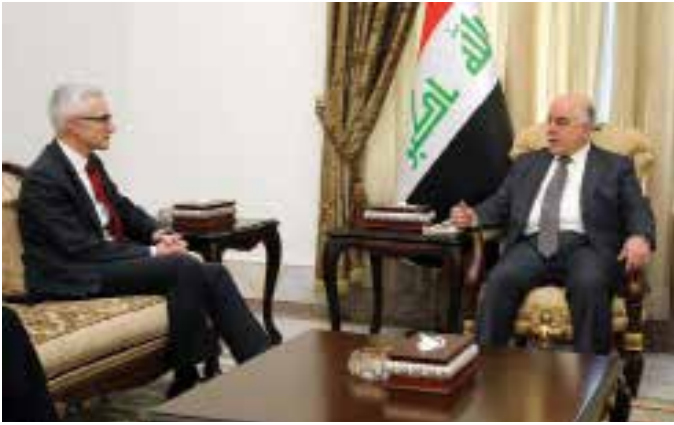


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INTERPOL Secretary General Jürgen Stock met with Iraqi Prime Minister Haider al-Abadi on February 28, 2018, to discuss a range of measures to identify and arrest foreign terrorist fighters both within Iraq and abroad. (INTERPOL photo)

to the AFIS will return results in near-real time. In addition to AFIS, mobile users can interface with RISC records. Local in-state agencies may purchase their own mobile devices as long as they meet DPS requirements.¹³

Los Angeles County, California: The Los Angeles County Regional Identification System (LACRIS) is a multimodal biometric system that serves the Los Angeles County Sheriff's Department and 46 municipal law enforcement agencies within the county, including the Los Angeles Police Department. The system provides matching against the California Identification System (CAL-ID), and updates arrest records based on each identification.¹⁴ It has steadily grown in capability in recent years, to include mobile fingerprint capture tools for both live and latent prints, as well as facial recognition.¹⁵

Washington, DC, Metropolitan Area: Although its name may imply only one area is involved, the Northern Virginia Regional Identification System (NOVARIS) encompasses local law enforcement agencies in Washington, DC; Montgomery and Prince George's Counties in Maryland; and seven agencies in northern Virginia.¹⁶ Housed and maintained by Fairfax County, Virginia, the system allows cross-jurisdictional data sharing and provides increased processing speed. It offers multimodal capabilities including palm, livescan and latent fingerprints, and facial recognition. The region has also added mobile fingerprinting capabilities through the use of handheld devices.¹⁷

Pinellas County, Florida: The Pinellas County Sheriff's Office has been employing facial recognition technology since 2001 and has collected more than 30 million images. It uses this capability for corrections, mobile bookings, and investigations, and partners with 193 other agencies around the United States, including 35 county sheriffs. Users can record facial images on mobile devices and send queries from the field, typically getting a gallery of potential matches back within 30 seconds.¹⁸

Defense Support

DOD assists law enforcement in interagency efforts by sharing its information to identify criminals and known or suspected terrorists who may have entered the United States under false pretenses. In addition, DOD law enforcement agencies actively utilize biometric databases as part of their own operational capabilities. For example, the Naval Criminal Investigative Service often conducts biometric enrollments during investigations of transnational crime relevant to the Navy and adds those data to the DOD database. U.S. Marine Corps law enforcement battalions routinely enroll role-players employed in live training exercises that simulate Iraqi or Afghan villages. The U.S. Army Criminal Investigation Command uses biometrics like any other law enforcement agency and is a daily

customer of FBI systems, but it is also able to obtain and provide data from terror threats overseas. These collections may be the DoD's data initially, but such data are shared with the FBI and DHS almost immediately.

Apart from the FBI, DHS, or DOD organizations, other U.S. federal law enforcement agencies also utilize or are moving to utilize biometrics in their operations. The Department of State's Diplomatic Security Service is now accessing DOD ABIS to vet local nationals who seek employment at U.S. embassies abroad. The U.S. Marshals Service is leading a working group on biometrics with an end goal of creating and then integrating its own biometric database with the other interagency databases. The U.S. Secret Service is also establishing a working group to consider how it might access current interagency databases. The Drug Enforcement Agency is currently examining the possibility of accessing the BEWL. This volume of collaboration bodes well for U.S. national security—and poorly for criminals and terrorists.

A novel example of DOD sharing information with law enforcement focused on a long-missing deserter and military prison escapee. In 2014, the U.S. Army provided the U.S. Marshals Service with 1970s-era photos of a soldier who escaped from the military prison at Fort Leavenworth in 1977 while serving a 23-year sentence for a murder conviction. The Marshals queried state photo databases and found a match from a Florida driver's license under an assumed name. The fugitive was arrested without incident in Broward County, Florida, and, according to a U.S. Marshal associated with the case, "The first words out of his mouth were, 'I knew this would catch up with me one day.'"¹⁹

Conclusion

The real-world individuals profiled here—the Saudi who trained with Al Qaeda, the Kosovar criminal with a false name, and the fugitive living a double life—all proved adept at ignoring Mark Twain's advice. Each was able to keep a story straight for years, creating certain false details like names or leaving out certain key facts like past associations. But in each case, their webs of lies were undone by their own bodies' physical traits. International criminals and terrorists do and will display similar ingenuity in their attempts to evade authorities; however, sharing identity information, especially biometrics, provides law enforcement and its partners with a means to deny these individuals success. Law enforcement knows who these criminals are—and knows how to identify them—and they can't do a thing about it. □

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Antiterrorism Assistance Program: Preventing the Spread of Terrorism Worldwide



By Paul Davies, Director,
Diplomatic Security Service,
Office of Antiterrorism Assistance,
U.S. Department of State



On September 27, 2017, Crisis Response Unit (CRU) 222, Afghanistan's elite anti-terrorism police squad, received an urgent call from the Diplomatic Security Service (DSS) regional security officer (RSO) at the U.S. embassy in Kabul. ISIS-K insurgents were firing heavy weapons on one of the embassy's facilities known as Camp Sullivan. Subsequently, the insurgents began launching more than 45 rockets at the Hamid Karzai International Airport in Kabul, where the U.S. secretary of defense's aircraft had parked for an official visit earlier that the day.¹

Upon receiving the call, CRU-222 sprang into action. Members loaded into armored Humvees and sped to the attackers' location next door to Camp Sullivan. When it arrived, CRU-222 disarmed explosive devices positioned by the terrorists as traps around the empty building and countered improvised explosive devices worn by the attackers. The unit surrounded the perimeter on nearby rooftops, coordinated with the Afghan Security Forces that had set up a perimeter directly around the compound, and then began their counterassault, eliminating the ISIS-K threat.

CRU-222 is the product of tailored counterterrorism training provided by DSS. Since 2015, DSS has trained the unit via the Department of State's Antiterrorism Assistance (ATA) program, which provides training, equipment grants, and mentoring to partner nations' security and law enforcement forces. CRU-222 comprises members from Afghan civilian security forces, who receive capacity-building training and mentorship in specialized counterterrorism-related police skill sets such as crisis response, methods of entry, and response to active shooters.

Initially created by the U.S. Congress in 1983, the ATA program today is the U.S. government's premier counterterrorism training and equipment provider for specialized police units in countries outside the United States. Over its 35-year history, the ATA program

Top: Afghanistan's Crisis Response Unit (CRU) 222, an elite anti-terrorism police squad, participates in an emergency drill with the regional security office at the U.S. embassy in Kabul, Afghanistan, February 2017. (U.S. Department of State photo)

Bottom: CRU-222 deploys its ATA training and special equipment to defend Camp Sullivan in Kabul, Afghanistan, September 2017. (courtesy of Afghanistan General Command Police Services Unit)

has evolved into a key pillar of the U.S. counterterrorism strategy. The program builds partner nations' law enforcement capacity to handle terrorism challenges in their home countries, which enhances their ability to protect their own citizens while also preventing the spread of terrorism beyond their respective borders.

The ATA program offers more than 50 distinct specialized courses and hundreds of customized consultations to enhance the capabilities of partner nations' police units, ranging from cybersecurity to SWAT training to protecting critical infrastructure and bomb disposal. To date, the ATA program has trained more than 100,000 law enforcement units in 154 countries. All ATA assistance is delivered within a rule-of-law framework that promotes respect for human rights and fosters the development of a self-sustaining capability.

The training programs are intended to alleviate various risks that may be of a political, military, or economic nature; for example, preventing the destabilization of friendly regimes in South Central Asia, protecting U.S.-bound international flights from foreign ports-of-departure in the Middle East, or aiding in the detection of terrorists or their weapons attempting to transit across the often open, ungoverned borders of African states.

Requests for ATA support in a country often originate from a U.S. embassy's regional security office, which determines whether its host government's law enforcement services would benefit from a counterterrorism training program that can help reduce risks to U.S. national security interests in that country. The embassy must not only justify the program's proposed objectives, but also define why it will be successful in that country. An ATA request can also be developed by program managers at DSS headquarters who track the latest threats and vulnerabilities around the globe. After a request is granted, the Department of State's Bureau of Counterterrorism (CT) plays a central role in aligning resources to threats and then funds the ATA program.

DSS works with the RSO in each country to select the appropriate units for assistance, which are usually derived from that country's law enforcement community. However, depending on the assignment of legal authorities in the host government, DSS may also provide training to military units that perform a counterterrorism function in lieu of the police. Once the unit is agreed upon, the host government sends the RSO the names of their proposed training participants. As mandated by U.S. law, the embassy vets the participants to ensure that none have committed human rights violations, are involved in narcotics trafficking, or are known to have engaged in other disreputable conduct.

The return on investment is immense. In August 2017, Burkina Faso's ATA-trained security forces launched a counter-assault to a terrorist attack at a popular restaurant in the nation's capital, liberating the hostages inside and preventing additional fatalities.² Later that year, in November, an ATA-trained Kenyan Rural Border Protection Unit (KRBPU) successfully repelled a 45-minute attack on its camp by Al Shabaab.³ Using its ATA training, the KRBPU engaged the attackers—who were hidden in trees and brush and were firing machine guns, rifle propelled grenades, and fragmentation grenades into the camp. Also in November 2017, the Anti-Cybercrime Group of the Philippine National Police used its ATA training in social media investigations to uncover and disrupt an Abu Sayyaf bomb plot on the eve of the ASEAN Summit in Manila, just 48 hours before U.S. President Donald Trump and other heads of state arrived.⁴

ATA Development of Afghan Presidential Protection Service

ATA is an agile and adaptable program, adjusting to address the ever-changing threats to U.S. and global security. Take, for instance, the increasingly sophisticated Afghan forces. CRU-222 is just the latest example of ATA support in Afghanistan. In 2002, the U.S. Embassy in Kabul reported that then-Afghan President Hamid Karzai was under continual threat of assassination, with relatives and loyal followers, who were in need of training and equipment, providing for his personal protection. U.S. leaders knew that if Karzai were assassinated, the fragile Afghan government and the tenuous relationship with the United States might well collapse. An executive policy decision directed DSS to expediently design, develop, and implement an ATA program to protect Karzai. The mission required training, equipment, and the establishment of an enduring, U.S.-style presidential protection detail—what was to become known as the Afghan Presidential Protection Service (PPS).

With \$20 million, the ATA program built a comprehensive training camp, developed a process for recruiting and screening potential bodyguards, and hired 10 resident instructors who were embedded with their Afghan partners.

The PPS training focused on comprehensive courses in dignitary protection, including protective advances, counter-assault teams, tactical medicine, and bomb disposal, among other topics. ATA grants provided funding for everything the PPS would need, such as handguns, shotguns, rifles, other weapons, and protective gear, as it faced multiple adversaries and threats.

The results of the ATA program in Afghanistan were exceptional. Over the next several years of continuous training, equipment grants, leadership development, and

organizational support, the PPS has become a well-respected, top-tier security agency. The unit provides around-the-clock personal protective service for the Afghan president, both within and outside of Afghanistan on state visits and includes 150 female protective agents—another first for Afghanistan. Additionally, PPS provides perimeter security and access control procedures at the presidential palace in Kabul, which serves as both the office for and residence of the president.

Assassination attempts, attacks on venues, and a bombing all directed at the Afghan president have tested the mettle of the PPS, and it has consistently demonstrated its ability to successfully implement ATA-taught tactics and techniques.

Due to the PPS' success, the Afghan government requested that DSS develop a similar capability for the Afghan law enforcement unit responsible for critical infrastructure security, protecting visiting dignitaries, and Afghan cabinet members below the presidential level. That program is now under way and achieving similar success.

ATA Encourages Sustainable Solutions

The ATA program builds on its past with an eye toward the future, namely sustainability for the entities that receive the training. Last year, ATA embedded DSS mentors in partner units to reinforce ATA curriculum concepts and provide real-time knowledge to their mentees. The mentors develop specialized training to enhance and reinforce a unit's strengths. This initiative has seen immediate results. In Jordan, for instance, mentors embedded within the Jordanian Public Security Directorate's (PSD) K-9 Unit regularly witness operational successes. PSD K-9 teams have located explosive compounds in vehicles attempting to cross from Syria into Jordan and have uncovered multiple weapons and ammunition hidden inside



CRU-222 defends a U.S. Embassy Kabul facility against ISIS-K attackers from the rooftop of an adjacent compound, Sept. 27, 2017. (courtesy of Afghanistan General Command Police Services Unit)



On March 9, 2017, members of the Lebanon Internal Security Forces' elite SWAT unit, the Black Panthers, gear up in chemical, biological, radiological, and nuclear (CBRN) protective suits. The suits are part of an assistance package of instruction and equipment provided through the DSS-managed Antiterrorism Assistance Program, in which the United States provides equipment and training to countries to combat terrorism. Beirut, Lebanon. (U.S. Department of State photo)

vehicles trying to pass through checkpoints at a sensitive government location.

In Mali, the ATA mentors assigned to an elite counterassault unit, the Peleton d'Intervention de la Gendarmerie Nationale (PIGN), provide mission planning and tactical guidance to the PIGN commander. In June 2017, this unit was the first to respond when terrorists attacked the Hotel Kangaba, a popular tourist resort for Westerners and expatriates just outside of Bamako.⁵ The PIGN commander and ATA mentors quickly created a plan of action. The team used an armored vehicle, along with PIGN officers and Bamako's Force Speciale Antiterrorist (FORSAT) unit, to conduct a successful counter-assault up the hill toward the hotel. An exchange of gunfire on the hill stopped the attackers' momentum and eliminated two of the terrorists. During the assault, one PIGN and one FORSAT member suffered life-threatening gunshot wounds. PIGN personnel trained by ATA in tactical medicine quickly applied their training to save the lives of the injured. PIGN and FORSAT units continued on, using their ATA SWAT-type training to clear the hotel and surrounding area of the terrorist threat, rescuing several patrons hiding inside. According to U.S. embassy officials, ATA's training and mentorship programs for the PIGN contributed to a marked improvement in Malian response to "soft target" attacks.

The ATA program promotes sustainability with state-of-the-art regional training centers (RTCs) in key overseas locations. These centers increase ATA's training capacity while simultaneously serving as regional training hubs for foreign partners, which saves agencies the costs of traveling to training in the United States. After a successful RTC pilot program with a dedicated facility within the Jordan International Police Training Center in Amman, a second ATA regional training center opened in Jordan in March 2018—and

three more are under construction or design in Senegal, Kenya, and the Philippines.

Finally, the ATA program is increasingly integrating the response to trans-border terrorist threats into whole-of-government approaches, particularly in Africa. ATA training is now a key component of the Department of Defense-led annual Flintlock exercise—the largest multinational military exercise on the African continent. In 2017, the Flintlock exercise demonstrated the importance of military and law enforcement interoperability when almost 130 ATA-trained African law enforcement officers from the four Lake Chad Basin countries of Chad, Cameroon, Niger, and Nigeria practiced their skills alongside their military counterparts for the nearly month-long exercise. Flintlock training included rural border patrol operations, post-blast investigations, leadership engagement, incident command and control awareness, and investigative awareness.

For the first time, in April 2018, the Flintlock exercise fully integrated law enforcement and military operations. African military and law enforcement entities from the United States, the United Kingdom, Belgium, Denmark, Norway, Austria, Poland, Spain, and Portugal sat side-by-side in the Joint Military Headquarters where they shared intelligence and coordinated joint responses to the events of the exercise scenario by their tactical teams in the outstations. This interoperability promotes effective whole-of-government and unified trans-border approaches to insurgent and terrorist threats to African and global security and stability.

In Kenya, the ATA program has its own annual training: the East Africa Joint Operations (EAJO) exercise, which aims to increase law enforcement interoperability among the East African states. In March 2018, the EAJO simulated a tactical crisis response capability to a rural border incident in response to similar attacks by Al Shabaab along the

Kenya Somali border. In the lead-up to the exercise, ATA provided weeks of intensive training to strengthen the capacity of the 100+ law enforcement officers participating from Kenya, Tanzania, Uganda, and Somalia to effectively and jointly respond to a potential terrorist attack in a rural border environment. The ATA preparatory coursework and consultations included advanced urban and rural tactical operations; sensor specialist operations; and information collection, analysis, and reporting. The participants had to work in coordination at their national, operational, and tactical levels to apply their ATA training to accomplish the mission objectives of the rapidly evolving exercise scenarios.

Countering terrorism will continue to be a focus for the United States in the years to come, and the ATA program will remain in high demand. The program, which today provides targeted training, equipment, and support to partner nations, will evolve as threats do. Mitigating risks where they originate stifles the spread of extremism and violence, which is why the ATA program will remain a key tool in the U.S. counterterrorism strategy. □

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PRODUCT FEATURE:

LESS-LETHAL WEAPONS REQUIRE TRAINING TO BE EFFECTIVE FORCE OPTIONS

By Scott Harris, Freelance Writer

In current times, officer-civilian interactions face unprecedented scrutiny, particularly incidents that result in the use of firearms by either or both parties.

Firearms are one of the tools available to law enforcement, but less-lethal weapons are also important tools, perhaps now more than ever, as, in some situations, they provide an alternative force option that is less likely to result in fatalities, while still being effective.

The three primary less-lethal weapons employed by law enforcement—electronic control weapons (ECWs), most commonly Tasers; batons; and pepper spray—are already in widespread use, and experts anecdotally say that interest in less-lethal weapons is running high.

As they gained popularity, less-lethal options were initially controversial due to claims that they caused avoidable injuries or deaths. However, a 2009 study published in the *American Journal of Public Health* found that approximately 39 percent of all use-of-force cases resulted in an injury to the suspect, but that the percentage declined in cases where officers used only pepper spray (22.1 percent) or an ECW (25.1 percent).¹

Some controversy persists, but industry experts contend that new technologies—in combination with training programs—can make these weapons safer and more reliable than ever.

Electronic Control Weapons

The leading ECW, and in less-lethal options overall, is the Taser. It is likely that every police officer in the United States is at least familiar with the device.

According to statistical information provided by Axon, the company that produces the Taser, the weapon has saved more than 200,000 lives—a figure calculated based on previous studies showing that 5.4 percent of all scenarios in which Tasers were used, the ECW lowered the chance of injuries and fatalities compared to firearms or other means of force.²

However, Axon, based in Scottsdale, Arizona, is not resting on its laurels. The company has developed new models that are more effective and safer for both officer and suspect.

“What we’re finding from law enforcement is that they know they’re under a microscope,” said Steve Tuttle, Axon’s vice president of strategic communication. “The best option looks good to the public but is also a safer option and provides accountability.”³

As a weapon, the Taser is more effective than ever—newer models are designed to better penetrate thick clothing, and the X2 model provides a warning arc that can be used as a preventive measure, as well as a backup shot instead of just a single shot. “If there are two uses, you can verify that the first one didn’t make a good connection,” Tuttle said.

Additionally, Tasers can provide officers and the public with a more complete picture of a use-of-force incident. Tasers have long been able to record the time and date of each use. That recently reached a new level with pulse logs, technology within the device that automatically records not only each use but each pulse. The logs also track the temperature and the strength of each connection to the target. The data are printer-friendly, and if the device is connected to the Internet, the numbers can be uploaded to the web.

For all the tool’s features, Tuttle advised that proper training and public education are needed to make the Taser truly optimal.

“You don’t just say ‘Yeah, I learned and I’m good to go,’” Tuttle said. “You don’t do that with guns. With budgets, training often gets cut, so they may miss out. [Tasers] are used far more than firearms are used, so officers should be well-versed in how to use it. It’s more than just hitting a static target. You need moving targets and scenario-based training.”

According to Tuttle, Axon certifies trainers using a “train-the-trainers” model. The trainers then instruct officers on how to most effectively use a Taser. For example, it matters

where the Taser connects on the body, and many factors are involved in understanding how many shots are required to immobilize a suspect.

“These are not magic bullets,” Tuttle said. “Our devices became very routine. Certain things have to happen. You have to hit something muscular and that has a lot of nerve bundles... You could have a great shot, but, meanwhile, a suspect is still attacking the officer.”

In turn, it is important to demonstrate to civilians how the Taser works and why. This is easier when officers are trained to use the device as efficiently and effectively as possible. “The Taser still raises eyebrows until you educate the public and your community stakeholders,” Tuttle said.

Batons

Like the Taser, ASP has become synonymous with its product, the baton. ASP is the familiar acronym for Armament Systems and Procedures, the Appleton, Wisconsin, company that has manufactured expandable batons for decades. The company now offers approximately 60 different models.

Although solid, side-handle batons are still in use, the expandable version long ago became the baton of choice for much of law enforcement, thanks in large part to its lighter weight and compact design. ASP produces several different categories of baton. Friction Loc batons are the company’s classic models, and the Talon is a newer line that features push-button retraction for more ease and convenience. Various lengths are available in each style.

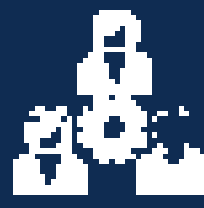
“The science behind what we do gives officers the ability to de-escalate,” said Daryell Harmon, ASP’s vice president of sales. “And it’s a must-have when de-escalation doesn’t work. The baton has a huge psychological appearance. It deploys with a loud crack. That signals that the baton is steel, and it is dangerous. It de-escalates a situation without having to put hands on somebody. And when you do have to use it, the



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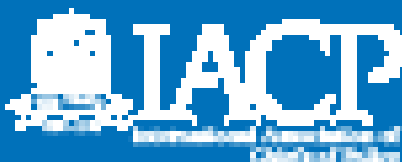
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Photo courtesy of ASP, Inc.

gross motor skills it uses allow you to use it without a lot of injury to the subject.”⁴

The baton, officials said, provides a kind of sensory deterrent that other less-lethal choices do not. “There’s a lot to be said for lower tech,” said Michael Hess, a spokesman for the company. “That crack when they deploy the baton is scary. It’s pretty binary, what happens with the baton. You swing, you get hit.”⁵

As a weapon, an expandable baton has a reputation as being less powerful than its solid predecessors, but despite its thinness, it can pack a formidable punch. “I’ve often heard cops saying that their relative fear factor is higher with the baton,” Hess said. “That they’d rather be shocked than hit by a baton.”

There is also the matter of the baton’s relative ease of concealment—something that benefits those officers who are not in uniform. “There are a lot of plainclothes officers, and we haven’t forgotten that,” said Harmon. “It clips onto the belt and it’s concealable.”

In addition, the baton is a multi-tasker in the officer’s duty belt. “It’s a life-saving tool,” Hess said. “You can use it as an extrication tool. Break car or house windows to save someone’s life. It’s the only thing on the belt that can do that.”

Batons are often a more cost-effective solution than other less-lethal tools. While Axon does not officially publish prices, ASP batons start at around \$60—considerably less than ECWs available on secondary markets.

As with ECWs, though, training is essential to use batons properly, and ASP recognizes this, offering baton training to agencies around the world free of charge.

Pepper Spray

Pepper spray is the most widely used less-lethal weapon when it comes to crowd control. Although it is very painful and even incapacitating in the short term, it is usually

harmless after it wears off. Studies on the matter have returned mixed results. One study concluded that pepper spray poses no dangers to suspects’ breathing ability, while another from the U.S. Department of Justice found that two deaths occurred out of 63 cases examined. Both deaths involved subjects with asthma.⁶

Several manufacturers create pepper spray for the law enforcement sector. One of the leading manufacturers is Sabre, a Fenton, Missouri, company that boasts the New York Police Department, Chicago Police Department, and the Los Angeles County Sheriff’s Department, among others, as customers.⁷

State laws sometimes prohibit the sale or use of certain kinds of pepper spray, but Sabre offers three primary levels of pepper spray for law enforcement, each one containing varying levels of major capsaicinoids—the component of pepper spray that incapacitates a target—for different uses, topping out at 1.33 percent.

The Sabre 3-in-1 combines tear gas with red pepper, while Sabre Red is pure pepper spray and delivers the highest concentration of major capsaicinoids among Sabre’s offerings. A newer product, Sabre Red Pepper Gel, works best when officers need to hit a more precise target. This makes it ideal for use in areas where minimal bystander impact is important.

Despite its effectiveness in some situations, pepper spray has been subject to controversy in recent years for well-publicized incidents, including student protests. As with ECWs and batons, Sabre recommends training for all pepper spray users. Although the training is designed primarily for civilians, hundreds of Sabre instructors are available and can provide training or information to police departments. Additionally, inert pepper sprays and other training products are available from Sabre to help facilitate practice and improve proficiency. □

Notes:

¹John M. MacDonald, Robert J. Kaminski, and Michael R. Smith, “The Effect of Less-Lethal Weapons on Injuries in Police Use-of-Force Events,” *American Journal of Public Health* 99, no. 12 (December 2009).

²Axon, “How Safe Are Taser Weapons?” <https://www.axon.com/how-safe-are-taser-weapons>.

³Steve Tuttle (vice president, strategic communication, Axon), telephone interview, May 11, 2018.

⁴Daryell Harmon (vice president, sales, ASP), telephone interview, May 11, 2018.

⁵Michael Hess (spokesperson, ASP), telephone interview, May 11, 2018.

⁶Theodore C. Chan et al., “Pepper Spray’s Effects on a Subject’s Ability Breathe,” *National Institute of Justice Research in Brief* (December 2001); National Institute of Justice, *The Effectiveness and Safety of Pepper Spray, Research for Practice*, April 2003.

⁷Sabre website, www.sabrered.com.

PRODUCT FEATURE:

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In the Crosshairs: Crime Gun Intelligence

When violent crimes remain unsolved, the victims await justice, their loved ones seek resolution, and their neighbors lose a sense of peace and stability. When criminals evade justice, those affected by crime lose confidence in the criminal justice system.

The impact of violent crime extends far beyond the victims and their families by spreading fear and causing economic harm to entire communities. Once vibrant communities begin to collapse as residents and businesses leave, property values drop, and the tax base erodes.

Crimes involving the use of firearms have a particularly high potential for serious physical injury or death. While there are widely differing views on how best to address firearm-related violence, it is agreed that existing laws must be enforced.

When it comes to enforcing the law and the identification and apprehension of criminals who use firearms in furtherance of their crimes, the process is basically the same the world over: police must collect the pertinent pieces of information and evidence; establish the elements of the offense; and work to identify, arrest, and support the prosecution of the responsible parties—and an effective use of crime gun intelligence can help law enforcement fulfill these responsibilities.¹

Crime Gun Intelligence

“Crime gun intelligence” (CGI) is a term that is heard more and more in discussions of ways to prevent gun violence and to conduct more effective investigations of crimes involving the use of firearms.

To more fully understand all that the term encompasses, it may be helpful to separate it into its two basic components: “crime gun” and “intelligence.”

The definition for the term “crime gun” can be found in the Bureau of Alcohol, Tobacco, Firearms and Explosives’ (ATF’s) *Firearm Tracing Guide*:

Any firearm illegally possessed, used in a crime or suspected to have been used in crime. This may include firearms abandoned or otherwise taken into law enforcement custody that are either suspected to have been used in a crime or whose proper disposition can be facilitated through a firearms trace.²

The term “crime gun” in no way suggests that guns are inherently bad or of a criminal nature; it merely acknowledges that sometimes they are the instruments people use in furtherance of a violent criminal act.

By Pete Gagliardi,
Principal Officer, Triple
Barrel Strategies LLC,
IACP Firearms Committee

“Intelligence,” the second component of the term under analysis here, is not without its complexities either, especially when considering how the intelligence purists view the term and how it has evolved in common practice. The debate is further complicated by the question as to when “information” rises to the level of “intelligence.”

In 1998, the IACP Law Enforcement Policy Center defined criminal intelligence as “information compiled, analyzed and/or disseminated in an effort to anticipate, prevent, or monitor criminal activity.”³ The IACP again tackled this issue at its Criminal Intelligence Sharing Summit held in Alexandria, Virginia, in 2002, where law enforcement executives and intelligence experts considered various ways in which intelligence can lead and support the policing mission. They recognized that “‘information’ is not the same thing as ‘intelligence,’” the difference being that intelligence combines credible information with quality analysis and evaluation from which conclusions may be drawn.⁴

Summit participants cited the 1998 IACP Law Enforcement Policy Center definition, among others. The definitions shared two important commonalities: (1) they stressed ways in which criminal intelligence supports the policing mission and the practice of intelligence-led policing, and (2) they recognized that criminal intelligence is based

on circumstances leading to the reasonable suspicion that a crime has been or is about to be committed.⁵

There are various types and sources of data, information, and crime gun evidence that can and should be collected and leveraged to generate effective CGI. The firearm itself is a good place to start.

Every Crime Gun Holds a Story

When guns are involved in the commission of crimes, investigators should look for certain pieces of information that originate from inside and outside the gun.⁶

From the inside: When a firearm is discharged, the fired ammunition components—bullets and cartridge cases—come into forced contact with some of the gun’s internal surfaces. The nature of this contact is such that the marks left on certain internal parts of the firearm during the manufacturing process become imprinted into surfaces of the fired ammunition components. These unique markings, commonly referred to as “ballistics data,” are what forensic experts rely on for use in comparison analysis. Fired evidence from crime scenes and victims can be linked to a crime gun in police custody or one still in criminal circulation. This information can help police answer the question, “What previous crime or crimes has this gun been used in?”

From the outside: Various types of useful data can be found on the outer surfaces of the firearm. Federal law requires that firearms bear certain identifying information that is visible on the outside, such as the name and location of the manufacturer and a unique serial number. In addition, gun manufacturers and dealers must generate and maintain records documenting their transactions. These records make it possible for ATF to trace the history of a recovered crime gun from manufacture or import to the first retail purchase and share that information with law enforcement. Firearm trace information provides law enforcement with a starting point to trace a crime gun’s progress from a lawful transaction to its use in a crime. In addition, other valuable forensic data, such as DNA, latent fingerprints, and various types of trace evidence (blood, hair, fibers, etc.) can be found on the surface bearing areas of the firearm. This information can help police answer the question, “Who has been associated with this gun?”

Tag All the Bases

Just as a home run in baseball will not score if the base runner fails to tag a base, an investigator missing a “base” (data) inside or outside the gun may never learn the full story that the crime gun holds.

The old saying “we don’t know what we don’t know” also applies to crime guns.

CGI CASE STUDY: ERIE, PENNSYLVANIA

To further illustrate the way CGI can provide crucial information during an investigation, consider this case reported in the media from Erie, Pennsylvania:^{*}

On June 9, 2016, Erie police officers responded to a report of gunshots being fired in a residential area. The responding officers spotted two suspects fitting the descriptions provided and gave chase on foot. Only one of the individuals (Suspect 1) was apprehended. Police also recovered two firearms—a .45-caliber pistol and a 9mm pistol—in the immediate area where the two suspects had been spotted. Suspect 1 admitted to possessing the .45-caliber pistol and was charged with its unlawful possession. Several months later, Suspect 1 pleaded guilty and was sentenced to serve 11-1/2 to 23 months in prison.

Erie detectives dug deeper to learn any additional information about the second firearm. The pistol was

swabbed for DNA, processed for latent fingerprints, test-fired, and searched for through ballistics databases for possible connections to evidence collected from other crimes.

Crucial CGI was extracted from the 9mm pistol:

- + Forensic testing confirmed the presence of Suspect 1’s DNA.
- + A latent fingerprint developed on the surface of the pistol was identified as belonging to a second person (Suspect 2).
- + The ballistics search conducted by the Pennsylvania State Police linked the pistol to the murder of a young man killed three days before the Erie police recovered it.

Suspect 2, was interviewed by detectives about his fingerprint found on the murder weapon. According to the Affidavit of Probable Cause prepared by Erie Police Detective Craig Stoker,

Suspect 2 admitted that, on the night of the homicide, he was in a vehicle with three other people when he was handed a loaded gun and was told to fire at a white Cadillac. Suspect 2 said that he fired the gun six to seven times, and, when the vehicle he was in passed the Cadillac, he saw the young male victim slumped over in the driver’s seat.

Suspect 2 was charged with criminal homicide and other offenses, and Suspect 1 was charged with new firearm violations related to his unlawful possession of the 9mm pistol, which held his DNA.

Note:

* Tim Hahn, “Gun Recovered in Erie Linked to Another Crime,” GoErie.com, December 19, 2017; Tim Hahn, “Charges Filed in June 2016 Erie Homicide,” GoErie.com, October 27, 2017; Tim Hahn, “Erie Man Faces Trial in Gun Possession Case,” GoErie.com, February 10, 2018.



THE SIX TENETS OF CRIME GUN INTELLIGENCE

- + Consider a regional approach
- + Manage cross-jurisdictional teamwork
- + Institutionalize tactics through policy
- + Perform comprehensive data collection—every [crime] gun, every time
- + Layer and leverage relevant technologies
- + Ensure timely analysis, dissemination, and relentless investigative follow-up



Layered and Leveraged Technologies

In addition to increasing the speed, efficiency, and effectiveness of processes, technology can also greatly increase the reach and range of data sharing and information exchange. For example, technology has changed the way in which forensic firearm examination is conducted around the world by enabling the quick searching of multiple ballistic databases across local, regional, and international jurisdictions, helping to produce leads that would have otherwise remained undetected.

The following are some examples of existing technologies that can prove invaluable when conducting crime gun investigations, but the list herein is certainly not all inclusive.

» NATIONAL INTEGRATED BALLISTIC INFORMATION NETWORK (NIBIN)

NIBIN is a national database of digital images of cartridge cases that were collected from crime scenes or test fired from confiscated weapons.⁹

Networks like NIBIN can share critical data quickly across widely separated geographical regions. For example, a firearm that has been seized for cause during a routine car stop in one city can potentially be linked to a murder or series of murders that occurred in a different city miles away. Furthermore, fired evidence collected at one crime scene can be linked to another crime or a series of previous crimes. NIBIN has been carefully studied by researchers and has proved to be a valuable tool in helping to solve gun-related crimes, particularly those lacking suspects or leads.¹⁰

In 2016, ATF established the NIBIN National Correlation and Training Center (NNCTC) to expand training for NIBIN users and to provide timely expert data analysis services to NIBIN partners who do not have speedy access to their own services. A major success of the NNCTC has been its track record in providing its ever-growing list of partners with timely and actionable NIBIN leads.¹¹

» ELECTRONIC TRACING SYSTEM (ETRACE)

A paperless and secure web-based platform known as eTrace is available to law enforcement to initiate and access the results of a trace of a crime gun. Users of eTrace can monitor their traces' progress and retrieve completed trace results in a real-time environment. The eTrace platform also allows an agency to search the historical database of its firearm trace-related data and generate statistical reports.¹²

» NATIONAL CRIME INFORMATION CENTER (NCIC)

NCIC is a computerized index of criminal justice information. The NCIC database includes 21 files (7 property files and 14 person files, each including numerous records). The Gun File includes records on firearms that have been stolen, lost, recovered, or used in the commission of crimes.¹³

» COMBINED DNA INDEX SYSTEM (CODIS)

CODIS is a software program that operates local, state, and national databases of DNA profiles from convicted offenders, unsolved crime scene evidence, missing persons, and arrestees, where applicable.¹⁴ CODIS enables agencies authorized by the Federal Bureau of Investigation to compare DNA profiles electronically. Using CODIS, DNA profiles from crime scenes can be linked to DNA profiles from other crime scenes, as well as to DNA profiles from known individuals (e.g., convicted offenders, arrestees, known suspects).¹⁵

» INTEGRATED AUTOMATED FINGERPRINT IDENTIFICATION SYSTEM (IAFIS)

IAFIS is the U.S.-wide computerized system for storing, comparing, and exchanging fingerprint data in a digital format that permits comparisons of fingerprints in a faster and more accurate manner. IAFIS is a repository of criminal history information, fingerprints, and criminal subject photographs, as well as information regarding military and civilian federal employees and other individuals as authorized by Congress.¹⁶

Therefore, every crime gun should be viewed with the presumption that it may hold valuable information to advance investigations and help solve and prevent violent crimes.

Comprehensive CGI Collection and Analysis

Experience has shown that even seemingly insignificant shootings, such as those that do not result in injury, can often provide the missing links needed to solve a complex criminal investigation. Therefore, regardless of the source of the firearm or the firearm evidence, sustainable CGI protocols should be established and followed for *every gun, every time*.

There will be situations in which a crime may be solved using just a single investigative aid or forensic test on the firearm, but there will also be many situations requiring the leveraging of multiple layers of investigative aids and forensic testing to solve the crime.

Consider a Regional Approach

Armed criminals are often on the move, leaving a scattering of evidence across city, state, and even national boundaries. This makes it difficult for law enforcement to get the "big picture" view. As a result, critical connections can be easily missed and valuable clues overlooked. For example, a successful murder investigation in a metropolitan area could very well hinge upon what a police officer in a rural town miles away does or does not do with a weapon just taken into custody during a routine motor vehicle stop.

In October 2012, at the 119th Annual Conference in San Diego, California, the IACP adopted a resolution entitled "Regional Crime Gun Processing Protocols," supporting regional crime gun and evidence processing protocols as a best practice. The resolution promotes a collaborative approach in the development of the protocols "and encourages law enforcement officials, prosecuting attorneys and forensic experts to collaborate on the design of mutually agreeable protocols best suited for their region."⁷

The Matter of Timeliness

Firearm-related violence is often cyclical and repetitive. Therefore, time is of the essence when dealing with firearm-related violence. The longer repetitive criminal shooters remain free, the more people who might be harmed. Therefore, in addition to playing a role in effective crime solving, CGI generated in a timely manner can help prevent additional violent crimes from occurring.

Researchers studying the National Integrated Ballistic Information Network (NIBIN) Program, administered by the ATF, addressed the matter of timeliness and concluded, "The timeliness with which forensic analysis results are made available to criminal investigators is crucial during the investigation phase."⁸

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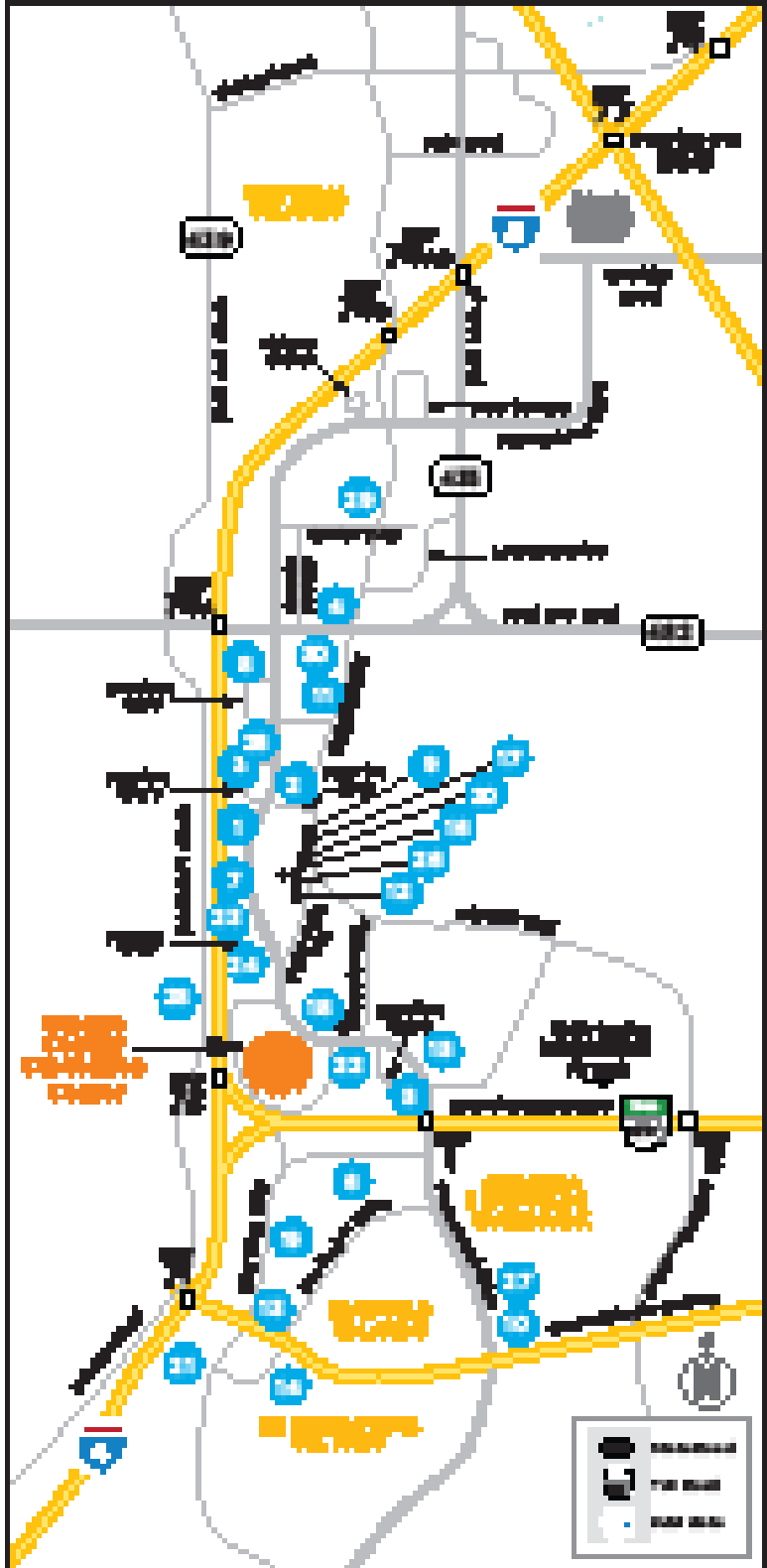
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» GUNFIRE DETECTION SYSTEMS

Gunfire detection systems utilize acoustic sensors placed strategically around a defined area to immediately pinpoint and record the sounds and locations of gunfire and dispatch law enforcement to the site of confirmed gunfire. These technologies help bridge information gaps caused by the public not reporting shots fired. These systems can also be more accurate in pinpointing the actual location of gunshots than the human ear because of various physical and environmental factors that can affect a person's perception of the direction from which a sound emanated.

» ADDITIONAL TECHNOLOGIES

Investigators should look to all available technology systems as potential sources of CGI to help advance their investigations, including, but not limited to, closed caption television (CCTV) systems, cellphone locators, automatic license plate readers, facial recognition systems, and intelligence management software. They should be considered and, when available, "layered" into the CGI operations and leveraged with the other data elements.

Balancing People, Processes, and Technology

University researchers studied the effects of adopting new people, processes, and technology on the productivity of the Stockton, California, Police Departments' Firearms Unit and found it was responsible for "a rapid and substantial increase in productivity." Other studies have shown that "[i]n the most successful organizations, leaders understand the value of aligning each of the elements of people, processes and technology elements to achieve strategic objectives."¹⁷

Cross-jurisdictional Teamwork

Law enforcement, forensic experts, and prosecutors are critical partners for solving gun crimes, with each relying upon the other for necessary information. A decision made unilaterally by one partner can have an adverse impact on one or more of the others. Therefore, decisions on which tactics should be employed should be made in a collaborative manner.

*A successful firearm crime investigation takes a well-coordinated team involving local, state, and federal law enforcement; forensic experts; and prosecutors. All of them manage the many handshakes and hand-offs of data and information that is needed to successfully identify, apprehend, and convict the perpetrator.*¹⁸

The Crime Gun Intelligence Centers (CGICs): The Big Picture, Sharing, and Follow-up

Crime gun intelligence and criminal intelligence are very good descriptors of what ATF, in collaboration with its state and local partners, is doing in places like Denver, Colorado; Dallas, Texas; and Philadelphia, Pennsylvania, with its CGICs to produce timely and actionable information to better focus the efforts of its partners to prevent additional shootings.¹⁹

Moreover, ATF's Washington/Baltimore Regional CGIC is bridging the jurisdictional gaps between Washington, DC, and Prince George's County, Maryland. New Jersey is working to bridge gaps statewide, and the New England Regional CGIC in Boston, Massachusetts, is doing the same across several of the New England states.

ATF will soon be connecting its 26 CGICs to form a U.S. intelligence network capable of coordinating investigative efforts and violent gun crime strategies across local and state jurisdictions. This infrastructure can help sustain the efforts of federal, state, and local partners, representing investigators, prosecutors, and forensic experts, as they think and act together to identify and stop armed criminals before these offenders can do more harm.

While ATF, along with a growing number of law enforcement agencies, has been able to create CGI protocols that are balanced in terms of people, processes, and technology, the adoption and implementation of the CGIC model across the United States has

been slow compared to the speed of the rising levels of gun violence. The success that the currently operating centers are experiencing should encourage this process to speed up the pace.

A successful firearm crime investigation takes a well-coordinated team involving local, state, and federal law enforcement; forensic experts; and prosecutors.

Conclusion

The tactical application of CGI by law enforcement is gaining rapid momentum, but the comprehensive collection of the relevant data and their timely analysis to produce CGI in places where it is being done today are bringing both good news and bad news.

In terms of the tactical application of CGI, the good news is that police are collecting an enormous amount of crime gun intelligence; the bad news is that police are collecting an enormous amount of crime gun intelligence without knowing how to manage it. Regional CGICs are one solution to this situation.

The strategic application of CGI however, is a different matter. Researchers studying NIBIN data found, "More strategic approaches capable of identifying trends, patterns, and links between cases are sorely needed."²⁰

CGI's strategic value derives from data that have been collected over a time period, which can help reveal patterns and trends. For example, NIBIN data indicating that certain firearms have been used repeatedly by one criminal group against another can be used to help develop investigative and prosecution strategies. ATF eTrace data can help explain how criminals are getting their guns and uncover gun trafficking schemes and conspiracies.

CGI can be used to stimulate strategic thinking and discover potential opportunities for more problem-oriented approaches to gun crimes, including mass casualty shootings and violence targeted against police officers. Therefore, further discussion seeking new ways in which CGI can be applied strategically to help expose problematic patterns and trends associated with such issues is merited.

Whether CGI is used for tactical or strategic purposes, a balance of the right people thinking and acting together, following well-designed and institutionalized processes, and employing innovative technology will be needed to properly manage it all.²¹ □

Pete Gagliardi is the principal officer of Triple Barrel Strategies LLC, which provides thought leadership and strategic planning support to help governments develop sustainable solutions for the collection and management of CGI. Mr. Gagliardi has more than 48 years of experience extracting useful investigative information from crime guns and related evidence in both the public and private sectors, 30 of which were spent serving in law enforcement, primarily with the ATF. He currently serves on the Firearms Committee of the IACP and can be contacted at petegags@gmail.com.

Notes:

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¹³Federal Bureau of Investigation (FBI), "National Crime Information Center (NCIC)," <https://www.fbi.gov/services/cjis/ncic>.

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¹⁸Guidetti, Noble, and Gagliardi, "Challenging the Status Quo."

¹⁹Robert C. White and Luke Franey, "Denver Crime Gun Intelligence Center: Locked On Target," *Police Chief* 81, no. 10 (October 2014): 40–46.

²⁰King et al. *Opening the Black Box of NIBIN*, 82.

²¹Gagliardi, *The 13 Critical Tasks*, 23–26.

Access more resources for crime gun information and processing at www.theIACP.org/GunGangViolenceReductionResources.

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Guam, USA: The New Drug Mecca

By Kenneth E. North

In celebration of IACP's 125th anniversary, each 2018 issue of Police Chief includes a republished article from the magazine's history, which dates back to 1934. The following article is from the April 1979 Police Chief.

Located some 6,000 miles west of Los Angeles is a 210-square-mile island—Guam. It is an unincorporated United States Territory whose residents are U.S. citizens. Guam is best remembered as one of the Pacific islands recaptured from the Japanese during World War II. In more recent times, Guam was the base for the B-52's used to bomb Viet Nam. It was where our freed Viet Nam POWs first touched U.S. soil. Guam was devastated by super typhoon Pamela in 1976. Yet recently, Guam is becoming famous for a less venerable reason. Those who labor in the trenches of narcotics enforcement are hearing Guam mentioned more often as a transshipment point for Southeast Asian heroin on its way to the continental United States.

Asian White

While no longer in vogue, narcotics enforcement efforts have had some recent success in interdicting heroin coming into the mainland. The flow of brown heroin from Mexico has been significantly reduced due to cooperative efforts between both countries and increased seizure activities by U.S. agents. Certain metropolitan areas, such as Chicago, have just begun to have some impact against the highest level traffickers in their area. The end of the French connection marked the termination of the most time-honored route of heroin into the United States. Finally, the end of our involvement in Viet Nam all but ended the use of military personnel in the importation of white or so-called Golden Triangle heroin.

Yet even though certain sections of the country have experienced the fall of user dosage purity levels to under 5 percent, the number of addicts is not declining. Heroin is still entering the mainland. The flow from France is all but stopped; Mexican brown is a little harder to find; but Asian white is back. Current estimates are that at least one-third of all heroin entering the United States today is originating in Southeast Asia—and it's not coming in from France.

The best bet for a new connection point is Guam, U.S.A. Its population is 110,000, of whom 25,000 are United States military personnel and their dependents. This thirty-mile-long by four-to-eight-mile-wide island is a duty-free port; no customs duties on foreign good sold on Guam. It also means no United States Customs presence and a scant 34 local customs officers to check some one million air passengers and two million tons of cargo each year. Being located in the middle of the Pacific Ocean also means many residents from a variety of countries. In addition to the native Guamanians, there are large concentrations of Filipinos, Koreans, Japanese, Chinese, and Statesiders. Each is a fairly small community whose members are well known to each other. Statesiders are recognized as federal or territorial employees, or narcs.

Guam's Drug Problems

The House Select Committee on Narcotics Abuse and Control has recognized Guam's pivotal location in heroin transshipment. During early July 1978, three members of that committee held hearings on Guam to determine the extent

of the heroin problem. While a final report has yet to be prepared, preliminary findings were set forth in the August 3 volume of the *Congressional Record*.

The committee identified two areas of concern. The first was the level of drug abuse on Guam; they labelled it a drug crisis. The heroin addiction rate ranges from one addict per 137 persons to one addict per 37 individuals, depending upon whose estimates are used. As to hospital admissions for drug treatment, Guam ranks tenth between Boston and Cleveland. In the area of hospital emergency room treatment of drug cases, the island is third to San Francisco and Detroit. Guam is fifth among major United States communities in drug-related deaths, with over 50 percent of its homicides, robberies, and burglaries being heroin related. Guam is first of any United States community in the purity level of heroin sold to the user. Guam's retail heroin is 85 percent to 100 percent pure Asian white.

The crime rate on Guam has continued to rise as the addict population has increased. During the first half of 1978, there were 15 homicides; ten of these were drug related. From 1973 through 1977, the crime rate per 100,000 population increased 15 percent. During this same period, total drug arrests increased 71 percent, while heroin arrests increased 300 percent.

Property and related crimes also showed significant increases during the 1973-1977 period. All property crimes increased 72 percent. Robbery was up 57 percent, while burglary posted an 87 percent gain. Larceny increased 89 percent during this five-year period. The smallest increase in crime was in the area of motor vehicle thefts, up only 5 percent. However, being an island of relatively small size, auto theft, is not as big a business as on the mainland.

The second area of concern expressed by the committee was Guam's status as a major transshipment point for heroin on its way to the continental United States. In light of the lack of a United States Customs presence and the gross understaffing of the local customs agency, plus intelligence information received from local narcotics enforcement agencies and the extremely high purity level of local user doses, Representative Benjamin A. Gilman (New York) concluded that "... the island has become a transshipment point for smuggling this deadly drug (heroin) into the United States." Representative Daniel K. Akaka (Hawaii) said that "Guam, and my state of Hawaii, are being utilized as transshipment points for dangerous narcotics."



The committee has made certain preliminary recommendations to assist Guam in its fight against narcotics trafficking and transshipment. It is anticipated that a final report and substantive assistance will be forthcoming in the near future.

Drug Enforcement on Guam

Current enforcement activities on Guam are primarily handled by four civilian agencies. There is a Drug Enforcement Administration field office with responsibility for Guam and the Northern Mariana Islands. In early 1978, the Drug Enforcement Administration also established a task force on Guam staffed by federal agents and local department of public safety narcotics officers. In addition to the department of public safety officers assigned to the task force, the local police have their own narcotics unit. Finally, the territorial attorney general recently established a special prosecution division to deal with major drug traffickers and their financial resources. The special prosecution division has its own investigative capabilities as well as responsibility for prosecuting all territorial drug violations. The combined strength of these four agencies is less than 20 investigators.

Supporting these agencies dealing exclusively with narcotics enforcement and prosecution are several other units. Due to the large military presence on the island, there are Naval Investigative Service agents and Air Force Office of Special Investigations

personnel on Guam. There is also a contingent from military customs. All military units maintain close liaison with the civilian drug enforcement agencies and assist where possible. The Special Prosecution Division prosecutes those defendants arrested by military authorities for narcotics violations who are not processed through the military system or dealt with by the United States attorney.

Close ties also exist with the local customs officers and the United State Coast Guard detachment on Guam. While severely overworked, local customs officers manage to make a number of seizures each year. The local Coast Guard personnel and their cutter, the Point Harris, are an integral part of the narcotics interdiction planning on Guam. The cutter is indispensable and was recently used during a joint operation which resulted in the seizure of a fifty-foot motor vessel attempting to smuggle drugs into Guam.

Traditional enforcement methods are difficult to utilize on Guam. The standard procedure is to develop an informant who will introduce an undercover agent to the informant's supplier. The agent will then purchase narcotics from the supplier without the informant being present. The result will be a solid prosecution for selling drugs. This hand-to-hand sale to an undercover narcotics officer has been the textbook method for years. Generally, informant buys are not prosecuted in order to protect the informant's identity. Informants also make terrible prosecution witnesses and have a

Guam is fifth among major United States communities in drug-related deaths, with over 50 percent of its homicides, robberies, and burglaries being heroin related.

poor track record when it comes to actually appearing in court.

But the traditional method does not apply to Guam. The ethnic communities are small and the native population is by and large interrelated, with outsiders being immediately suspect. Only a few young Guamanian members of the Department of Public Safety can be utilized in an undercover capacity. And even these few are relatively ineffective due to a local rule among narcotics dealers requiring a buyer to use his first purchase of heroin under the watchful eye of the seller.

In order to adapt to local conditions, informants are used almost exclusively as the basis for obtaining search warrants. After some small buys to establish the reliability of the informant, he is sent in to make a surveilled control buy. Assuming the informant observed additional narcotics inside the premises when he made the controlled buy, or was at least told that more were available, the informant is used as a confidential reliable informant on an affidavit for a search warrant directing that the location where the controlled buy took place be searched. If all goes well, the search warrant is executed, additional narcotics located, and the seller charged with Possession with Intent to Deliver. The informant is not required to testify and his confidentiality is maintained.

One bright spot in enforcement activities on Guam is the judicial process. All territorial narcotics violations are prosecuted by special prosecution division attorneys. They are all specialists in this area. Federal violations are handled by an assistant United States attorney who also monitors Drug Enforcement Administration and task force investigations to assure legal sufficiency. Major federal prosecutions are personally supervised by the local United States attorney. A very close working relationship exists between these two prosecution units.

Through a cooperative effort between the presiding judge and the special prosecution division, all narcotics cases are set on a special controlled substances calendar which fast tracks each prosecution. Territorial violations are generally brought to trial within eight weeks of indictment. In the near

future, trials should occur within eight weeks of arrest. Assuming a conviction after this speedy trial, which is a good assumption on Guam, sentencing is swift and sure. By way of example, a first time violator convicted of selling a single capsule of heroin can expect a four-year penitentiary sentence. A repeat offender is virtually assured of ten years. Pending legislation would set a mandatory minimum of ten years for first-time offenders.

High Level Traffickers

The major weakness in Guam's narcotics enforcement activities to date has been the focus on street level dealers. Unable to use undercover officers, it has been almost impossible to get above the retail level. Also, coordinated intelligence compilation to identify who is above the retail level has been nonexistent. This is changing. Drug Enforcement Administration personnel on the island have recently established an intelligence system which is centralizing all information processed by the various agencies. Liaison has been solidified with all narcotic enforcement units and joint operations aimed at higher levels are planned or in process. Overall targeting is now a reality. Finally, Drug Enforcement Administration, task force, and Coast Guard officials have increased interdiction activities in an attempt to significantly increase seizures.

As to high level traffickers, the special prosecution division has recently completed phase one of a plan aimed at impacting the financing of heroin transshipment. Through the use of the grand jury, nontraditional informants, and the federal income tax laws which are locally enforced on Guam, special prosecution attorneys hope to uncover the flow of money associated with narcotics trafficking. Assistance in this regard is being provided by local revenue and taxation officers. Once the path of money flow has been identified, new methods will be utilized to interdict the financial resources of the highest level traffickers.

Conclusion

While the future appears bright, it will take much time and effort to impact the

transshipment of heroin through Guam to the continental United States. While the additional federal assistance anticipated as a result of the committee visit will certainly help, only plodding, long-term investigations and prosecutions of the major violators, and assault on their financial resources will cut the flow of Asian white. Until then, our problem will continue to be everyone's problem, as more and more of Guam's high level dealers relocate to the West Coast of the United States to establish distribution methods and organizations for Guam's most infamous export. □

Kenneth E. North was attorney general for the Territory of Guam. He previously served in the Territory's Special Prosecution Division, Department of Law, in charge of narcotics investigation and prosecution activities. Stateside, North was a criminal prosecutor for three years with the DuPage County, Illinois, State's Attorney's Office in suburban Chicago, the last 18 months of which he was chief, Special Prosecution Division. North began his law enforcement career with the Addison (Illinois) Police Department as a police officer, before resigning in 1969 to attend college. He holds the A.A. in police science, College of DuPage, Glen Ellyn, Illinois; B.A. in economics, Northern Illinois University, DeKalb; and J.D., Duke University, Durham, North Carolina. He is admitted to practice before the Illinois Supreme Court, Guam Superior Court, and U.S. Supreme, 7th Circuit, and Northern District of Illinois courts.

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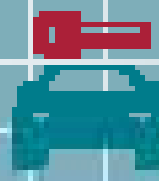
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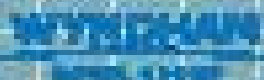


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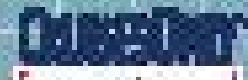
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*Akande, Bukola Oluwaranti, Inspector of Police, Nigeria Police Force

Obalande

*Babafemi, Ruth Olushola, Inspector of Police, Nigeria Police Force
Balogun, Funmilola Juliana, Assistant Superintendent of Police, Nigeria Police Force
*Okunlola, Abiola, Inspector of Police, Nigeria Police Force

Ogun

Salami, Kasumu, Chief Inspector of Police, Nigeria Police Force

Yaba

*Simon, Uche, Prosecutor, Nigeria Police Force

SAUDI ARABIA

Abqaiq City

*Alhajri, Ali A, Supervisor, Saudi Aramco

Al Kharj

*Alenazi, Saud M, Security Specialist, Saudi Aramco

Dhahran

*Alkhalidi, Faisal H, Liaison Officer, Saudi Aramco

Ras Tanura

*Alshegaih, Hassan Ali, Liaison Officer, Saudi Aramco

Yanbu

*Alghamdi, Ali Hendi, Liaison Officer, Saudi Aramco

SERBIA

Belgrade

Miljkovic, Martina, Deputy Head Unit for Criminalistics, Serbian National Police

UGANDA

Kampala

Jumbe, Moses, Assistant Superintendent of Police, Uganda Police Force

UNITED ARAB EMIRATES

Dubai

*Ahli, Zainab, Civilian, Dubai Police

UNITED STATES

Alabama

Guntersville

*Harbin, Anthony, Police Officer/DRE Officer, Guntersville Police Dept

Millbrook

Jenkins, Loyd, Lieutenant, Millbrook Police Dept

Mobile

*Austin, Adam, Deputy, Mobile Co Sheriff's Office

Oxford

*Phipps, Daniel, Sergeant, Oxford Police Dept

Arizona

Florence

Guemes, Mark S, Lieutenant, Pinal Co Sheriff's Office

Phoenix

*Bennett, P Chris, Sergeant, Phoenix Police Dept
LaRoque, Jennifer L, Commander, Phoenix Police Dept
*Sanford, Toye L, Student, Grand Canyon Univ
*Steinberger, Allison, Sergeant, Phoenix Police Dept

Tucson

*Spasoff, Cindy J, Sergeant/PIO, Univ of Arizona Police Dept

Arkansas

Hampton

Wilson, Cody, Chief of Police, Hampton Police Dept

Pine Bluff

Sergeant, Kelvin L, Chief of Police, Pine Bluff Police Dept

California

Aptos

*Grimm, Jason B, Sergeant, California Hwy Patrol
*Neary, Sue, Sergeant, California State Parks

Beverly Hills

*Gelfman, Sylvia, Records Manager, Beverly Hills Police Dept
*Lunsman, Anne Marie, Officer, Beverly Hills Police Dept
*Schwartz, Tania, Senior Management Analyst, Beverly Hills Police Dept
*Solorzano, Rodney, Detective, Beverly Hills Police Dept
*Szwajkos, Stephanie, Executive Assistant, Beverly Hills Police Dept

Burbank

*Jimenez, Martha, Sergeant, Burbank Police Dept

Carlsbad

*Kovanda, Eric, Detective, Carlsbad Police Dept

Ceres

Perry, Chris M, Lieutenant, Ceres Police Dept
Yandell, James B, Lieutenant, Ceres Police Dept

Claremont

*Weir, Brian, Director of Public Safety, Claremont McKenna College

Clovis

*Griffith, Shannon, Corporal, Clovis Police Dept
*Jacobsen, Mollie, Officer, Clovis Police Dept

Cupertino

*Forgey, Trey, Emergency Systems Strategist, Apple Inc

Elk Grove

*Franco, Delfina, Records Manager, Elk Grove Police Dept

El Segundo

Duerr, Robert, Assistant Special Agent in Charge, Federal Air Marshal Service
Garcia, Raymond D, Patrol Watch Commander/Lieutenant, El Segundo Police Dept
*Rivera, Kevin, Federal Air Marshal, US Dept of Homeland Security

Folsom

*Plank, Gavin, Officer, Folsom Police Dept

Fremont

*Huiskens, Heather, Training Sergeant, Fremont Police Dept

Fullerton

*Arce, Edgar C, Psychologist, Dr Edgar Arce

Glendale

Garrett, Mark L, Assistant Chief, California Hwy Patrol
Minor, Daniel J, Assistant Chief, California Hwy Patrol
O'Quinn, Chris C, Chief, California Hwy Patrol
Watson, Omar J, Assistant Chief, California Hwy Patrol

Gustine

Medeiros, Milt, Chief of Police, Gustine Police Dept

Irvine

*Talesh, Shauhin A, Professor, Univ of California-Irvine

La Jolla

*De Santiago, Claudia, Crime Analyst, Univ of California San Diego Police Dept
Murphy, Gregory L, Assistant Chief of Police, Univ of California San Diego Police Dept

Los Angeles

*Brek, James, Reserve Deputy Sheriff, Los Angeles Co Sheriff's Dept
*Chung, Florence, Founder/Chief Engagement Officer, The Hetty Group
*Cooper, Sasheen, Sergeant, Los Angeles World Airports Police
*James, Barbara A, Sergeant, Los Angeles World Airports Police
Fraser, Kelley S, Chief, Los Angeles Co Sheriff's Dept
Sandoval, Arturo, Captain, Los Angeles Police Dept
Sandoval, Patricia, Captain, Los Angeles Police Dept

Modesto

*Felix, Cerina, Manager, Stanislaus Co Sheriff's Dept
*Perez, Marissa, Detective, Stanislaus Co Sheriff's Dept
*Sulkowski, Kamila, Detective, Stanislaus Co Sheriff's Dept
*Wyatt, Marissa, Deputy Sheriff/Detective, Stanislaus Co Sheriff's Dept

Mountain View

*Donato, Pablo, Police Officer, Mountain View Police Dept

Oakland

*Cunningham, Reygan, Ceasefire Program Director, Oakland Police Dept
*De Salvo, Barbara, Project Manager, Oakland Police Dept

Ontario

*Morales, Joshua, Student, La Sierra Univ

Palo Alto

Becchetti, Benjamin R, Lieutenant, Palo Alto Police Dept

Redondo Beach

*Harris, La Toya, Police Officer, Redondo Beach Police Dept

Sacramento

*Bailey, Joe, Sergeant, Sacramento Police Dept
*Beasley, Andrew, Sergeant, California Hwy Patrol
*Harrington, James, Lieutenant, Sacramento Police Dept

Maness, Erik, Undersheriff, Sacramento Co Sheriff's Dept

San Bernardino

*Gray, Chris, Wellness Sergeant, San Bernardino Police Dept
Lukkes, Troy D, Chief Inland Division, California Hwy Patrol

San Diego

*Bush, Michael R, Sergeant, California Hwy Patrol
*Garland, Brandon, Sergeant, California Hwy Patrol

San Francisco

*Gay, James G, Police Officer, City/County of San Francisco
*Kobold, Robert, Lieutenant, San Francisco Police Dept

Ventura

Smith, Melissa, Captain, Ventura Co Sheriff's Office

Watsonville

*Ramirez, Rebecca, Patrol Officer, Watsonville Police Dept

Colorado

Aurora

Flynn, Kevin, Division Chief, Aurora Police Dept

Centennial

Palmer, Gregory, Captain, Arapahoe Co Sheriff's Office

Colorado Springs

*Richey, Candace Eritano, MCJ, MA, LPCC, Univ of Colorado-Colorado Springs

Denver

Pazen, Paul, Commander, Denver Police Dept

Golden

Happ, Scott, Captain, Jefferson Co Sheriff's Office

Grand Junction

*Byrne, Jeff P, Sergeant, Mesa Co Sheriff's Office

Greenwood Village

*Waxman, Chad D, Chief Psychologist, Psychological Dimensions

Connecticut

Bridgeport

*Kascak, Richard, Associate City Attorney, City of Bridgeport

East Hampton

Woessner, Dennis S, Chief of Police, East Hampton Police Dept

Hartford

Medina III, Rafael, Assistant Chief of Police, Hartford Police Dept

Marlborough

Kehoe, Jay, Director of Public Safety, Town of Marlborough

Meriden

Elionfante, Brian, Captain, Meriden Police Dept

Rocky Hill

*Hans, Brenda, Traffic Safety Resource Prosecutor, Connecticut Division of Criminal Justice

District of Columbia

Washington

Castaneda, Katherine, Deputy Chief, ATF / Justice
*Devito, Jennifer, Special Agent, ATF / Justice
Lownes, Robert, Major, Defense Intelligence Agency Police
*Onusko, James C, Deputy Assistant Director, National Background Investigations Bureau

Florida

Bunnell

*Hathaway, Kayla R, General Counsel, Flagler Co Sheriff's Office

Coral Springs

Gallagher, Ryan, Captain, Coral Springs Police Dept

DeLand

Anderson, John F, Captain, Deland Police Dept

Fort Lauderdale

Achillarre, Joseph D, Captain, Broward Co Sheriff's Office

Gainesville

Schibuola, Michael G, Lieutenant, Gainesville Police Dept

Kissimmee

Holland, Betty, Deputy Chief of Police, Kissimmee Police Dept

Lake Hamilton

Teague, Michael, Chief of Police, Lake Hamilton Police Dept

Largo

Loux, Michael L, Deputy Chief of Police, Largo Police Dept

Maitland

*Bartlett, Edmund, Psychologist, E S Bartlett Ph D Clinical Psychologist Inc

Miami Beach

Campbell, Jovan Cedric, Lieutenant, Miami Beach Police Dept
George, Michael, Lieutenant, Miami Beach Police Dept

North Port

King, Scott, Commander, North Port Police Dept

Ocala

Balken, Michael, Deputy Chief of Police, Ocala Police Dept
*Shay, Meghan, Public Information Officer, Ocala Police Dept

Orlando

Milano, Gary V, Special Agent in Charge, Federal Air Marshal Service
Young, James, Lieutenant/Staff Director, Orlando Police Dept

Oviedo

*Nagle, Donald, Director of Operations 911/ECC, Federal Engineering LLC

Palm Springs

Heysler, Tina R, Lieutenant, Palm Springs Police Dept

Sarasota

Andreas, Michael, Executive Director of Public Safety, Sarasota Co Schools Police
*Robison, Heather, Administrator for Independent Police Advisory, City of Sarasota

St Johns

*Carrick, Grady T, CEO, Enforcement Engineering Inc

Tallahassee

Pace, William R, Lieutenant, Leon Co Sheriff's Office

West Palm Beach

*Fox, Adam, Sergeant, Palm Beach Co Sheriff's Office
*Hayes, Trina, Division Manager, Palm Beach Co Sheriff's Office
Luty, Edward F, Captain, Palm Beach Co Sheriff's Office
Sandt, Robert, Captain, Palm Beach Co Sheriff's Office

Georgia

Atlanta

*Hutchins, Markel, Reverend/Lead Organizer, MovementForward Inc/One Congregation One Precinct
*Smith, Brentwood, Deputy CIO, Georgia Dept of Public Safety

Claxton

*Edwards, John, CEO, JB Edwards and Associates LLC

Decatur

*de Freitas, Terrie, Investigator, DeKalb Co Office of the Solicitor General

Douglasville

Belcher, Amy, Lieutenant, Douglasville Police Dept
*Dean, Shannon, Sergeant, Douglasville Police Dept
Deming, Tommy, Captain, Douglasville Police Dept
Kelley, Wayne, Lieutenant, Douglasville Police Dept

Fort Benning

Raimondo, Antonio, Director Center for Human Rights & Democracy, Western Hemisphere Institute for Security Cooperation

Jonesboro

Roberts, Kevin, Chief of Police, Clayton Co Police Dept

Marietta

VanHoozer, Ernest, Deputy Chief of Police, Cobb Co Police Dept

Remerton

Terrell, Michael, Chief of Police, Remerton Police Dept

Rome

Dobbins, Greg M, Captain, Floyd Co Police Dept

Tucker

Gaither, R Benjamin, Detective, DeKalb Co Police Dept

Idaho

Boise

*Monroe, Tana, Director of Operations, Boise State Univ Dept of Public Safety

Garden City

Blount, Abe, Lieutenant, Garden City Police Dept

Illinois

Algonquin

*Olst, Amanda, Police Officer, Algonquin Police Dept
Wilkin, Timothy, Sergeant, Algonquin Police Dept

Belleville

Luttrell, Robert E, Director/Chief of Police, Southwestern Illinois College Dept of Public Safety

Braidwood

Finlon, Stephen J, Deputy Chief of Police, Braidwood Police Dept

Buffalo Grove

Anderson, Tara, Lieutenant, Buffalo Grove Police Dept
*Cholewa, Amy, Officer, Buffalo Grove Police Dept
*Goldstein, Anthony, Sergeant, Buffalo Grove Police Dept
*Hansen, Brian, Officer, Buffalo Grove Police Dept
*Horbus, Frank, Officer, Buffalo Grove Police Dept
*Martin, Michael, Officer, Buffalo Grove Police Dept
*Mills, Matt, Officer, Buffalo Grove Police Dept
*Montiel, Tony, Detective/Officer, Buffalo Grove Police Dept
*Positano, Vince, Sergeant, Buffalo Grove Police Dept
*Shipman, Doug, Detective, Buffalo Grove Police Dept

Chicago

Grice, Stanley, Captain, Univ of Illinois-Chicago Police Dept
Holt, Elgin, Commander, Chicago Police Dept
Kohl, David M, Special Agent in Charge, Federal Air Marshal Service
Nunez, Celinez, Special Agent In Charge, ATF/Justice
*Shanley, Kevin O, Projects Administrator, Chicago Police Dept

Downers Grove

*Cain, Deborah, Special Agent, ATF/Justice

Farmington

Darsham, Christopher, Chief of Police, Farmington Police Dept

Glenview

Saikin, Jason R, Commander, Glenview Police Dept

Lisle

*Wise, William R, K9 Police Officer, Lisle Police Dept

Lombard

*Boros, Evan, Officer, Lombard Police Dept
*Stern, Andrew, Officer, Lombard Police Dept

Northfield

McCulloh, Gerald J, Deputy Chief of Police, Northfield Police Dept

Oak Lawn

*Hollingsworth, Mark W, Traffic Unit Officer, Oak Lawn Police Dept

Ottawa

*Pender, Wesley, Patrol Officer, Ottawa Police Dept

Shorewood

Barten, Jason, Deputy Chief of Police, Shorewood Police Dept

Waukegan

*Grabert II, Barry, Patrolman/DRE, Waukegan Police Dept
*Sciarrone, Vincent, Deputy, Lake Co Sheriff's Office

Wheaton

*Lundy, Tamra K, Police Officer, Wheaton Police Dept

Yorkville

*Brautigam, Todd A, Patrol Deputy, Kendall Co Sheriff's Office

Indiana

Bremen

Kile, Brad G, Chief of Police, Bremen Police Dept

Christopher

*Lawrence, Dustin, Officer/DRE, Christopher Police Dept

Shelbyville

*Peoples, Kyra, Patrolman, Shelbyville Police Dept

Warsaw

McKear, Chris K, Captain, Kosciusko Co Sheriff's Dept

Iowa

Ames

Jacobs, Carrie L, Deputy Chief of Police, Iowa State Univ Police

Marion

Fort, Philip B, Sergeant Investigations, Marion Police Dept

Marshalltown

*Cole, Andrew, Patrolman, Marshalltown Police Dept

Sioux City

*De Groot, Dustin D, Deputy Sheriff, Woodbury Co Sheriff's Office
*Simoni, Michael K, Deputy Sheriff, Woodbury Co Sheriff's Office

Kansas

Lansing

*Bowers, Tony, Major, US Army Military Police

Olathe

*Parsons, Rick A, Sergeant, Olathe Police Dept

Salina

Bauer, Christopher P, Lieutenant, Kansas Hwy Patrol
*Hankins, Adam S, Trooper, Kansas Hwy Patrol
*Istas, Rob M, Trooper, Kansas Hwy Patrol
*Markham, Christopher, Trooper, Kansas Hwy Patrol
*Nuss, Carson, Trooper, Kansas Hwy Patrol

Valley Center

*Easley, Jason R, Sergeant, Valley Center Police Dept

Kentucky

Alexandria

Nitschke, Thomas, Lieutenant, Campbell Co Police Dept

Frankfort

*Little, Claude, Lieutenant, Kentucky State Police
Minor, Kevin, Major, Kentucky State Police

Louisiana

Alexandria

Cameron, Bobby R, Chief Deputy, Rapides Parish Sheriff's Office

Baton Rouge

*Carter, James, Training Specialist, Louisiana State Police

Chalmette

Baumpy, Richard A, Chief Deputy, St Bernard Parish Sheriff's Office

Lake Charles

*Leonards, Andrew, Trooper, Louisiana State Police

Monroe

Ellis, Eugene, Chief of Police, Monroe Police Dept

New Orleans

Montroll, Melanie E, Assistant Chief of Police, New Orleans Harbor Police Dept

Warren, Todd, Chief of Police, Loyola Univ

Ruston

Davis, William T, Assistant Chief of Police, Louisiana Tech Univ Police Dept

Hermes, Randal M, Chief of Police, Louisiana Tech Univ Police Dept

Shreveport

*Buckle, Nichole, Attorney, Stroud Carmouche & Buckle PLLC

Raymond, Ben, Chief Administrative Assistant, Shreveport Police Dept

Slidell

Carrasco, Tiffany M, Deputy Chief, St Tammany Parish Sheriff's Office

Fandal, Randy, Chief of Police, Slidell Police Dept

Maine

Kittery

*Stewart, Joshua L, Sergeant, Kittery Police Dept

Southwest Harbor

Brown, Alan R, Chief of Police, Southwest Harbor Police Dept

Maryland

Baltimore

Standfield, Perry, Colonel, Baltimore Police Dept

Gaithersburg

*Smalley, Jeremy, Police Officer, Montgomery Co Police Dept

Hanover

Martin, Dennis S, Special Agent, Transportation Security Administration

Laurel

Mount, Michelle, Commander/Lieutenant, Maryland Transportation Authority Police

Pittsville

Harris, Robert D, Chief of Police, Pittsville Police Dept

Massachusetts

Brewster

Eldredge, Heath, Chief of Police, Brewster Police Department

Middleton

Armitage, Matthew P, Sergeant, Middleton Police Dept

Waltham

Callahan, Edward M, Chief of Police, Brandeis Univ

West Tisbury

Mincone, Matthew L, Chief of Police, West Tisbury Police Dept

Michigan

Detroit

Higgins Jr, Calvin, Chief of Police, Federal Reserve Police

East Lansing

O'Brien, Valerie, Deputy Chief of Police, Michigan State Univ Police Dept

Lathrup Village

McKee, Scott M, Chief of Police, Lathrup Village Police Dept

Ludington

Wilson, Derrick, Undersheriff, Mason Co Sheriff's Office

Romulus

Hull, Damian M, Lieutenant, Romulus Police Dept

Traverse City

Clark, Christopher, Captain, Grand Traverse Co Sheriff's Office

Brooklyn Park

Milburn, Todd, Deputy Chief of Police, Brooklyn Park Police Dept

Minnesota

Columbia Heights

Johnston, Erik, Captain, Columbia Heights Police Dept

Markham, Matthew, Captain, Columbia Heights Police Dept

Minneapolis

*Callaway, Janice, Sergeant, Minneapolis Police Dept

Sanborn, Jill, Special Agent in Charge, FBI

Saint Paul

*Gulick, Laura, Special Agent, ATF/Justice

Mississippi

Bruce

Sockwell, William A, Chief of Police, Bruce Police Dept

Fulton

Nabors, Mitchell S, Chief of Police, Fulton Police Dept

Missouri

Columbia

Hughes, Eric, Lieutenant, Columbia Police Dept

Fort Leonard Wood

Martin, Donna, Commandant, US Army Military Police School

Overland

Mackey, Andrew T, Captain, Overland Police Dept

St Charles

Hoeing, Joshua J, Lieutenant, St Charles Police Dept

Juengst, Raymond R, Captain, St Charles Police Dept

St Louis

Harris, Mark G, Chief of Police, Bel-Ridge Police Dept

Montana

Bozeman

*Freer, Steven, Training Manager, GardaWorld

Missoula

*Waite, Tyler, Student, Univ of Montana

Nebraska

Omaha

Bang, Michele, Captain, Omaha Police Dept

Papillion

*Hutter, Nicole, Deputy County Attorney, Sarpy Co Attorney's Office

York

Tjaden, Edward, Chief of Police, York Police Dept

Nevada

Carson City

*Swain, Scott A, Law Enforcement Liaison, Nevada Dept of Public Safety

Las Vegas

*Honea, Robert W, Law Enforcement Liaison, Nevada Dept of Public Safety

*Norris, David, President, Wrap Technology LLC

Rooney, Megan E, Supervisory Air Marshal in Charge, Federal Air Marshal Service

Sparks

*Bell, Tara, Sergeant, Sparks Police Dept

New Hampshire

Bedford

Cahill, Amanda, Resident Agent in Charge, ATF / Justice

Brentwood

Arcieri, Ellen M, Chief of Police, Brentwood Police Dept

Center Conway

Boucher, Michael, Sergeant, Conway Police Dept

Exeter

*Sawyer, Nicole L, Clinical Psychologist, Nicole L Sawyer PsyD LLC

New Jersey

Barnegat

Carroll, Jason D, Lieutenant, Barnegat Twp Police Dept

Cape May Court House

*Murphy, Brian P, Patrolman, Middle Twp Police Dept

Egg Harbor Township

*Griffiths, Joseph, Officer, Egg Harbor Twp Police Dept

Kearny

*Medina, Christian, Police Officer, Kearny Police Dept

*Wuelfing, Benjamin, Police Officer, Kearny Police Dept

Middletown

*Colangelo, Patricia, Sergeant, Middletown Twp Police Dept

New Vernon

Heller, Erik J, Chief of Police, Harding Twp Police Dept

Ocean City

*Walsh, Patrick F, Patrolman, Ocean City Police Dept

West Milford

*Brown, Jacob Theodore, President & CEO, Telecare LLC

Wildwood

*Donnelly, Matthew, Patrolman, Wildwood Police Dept

*Smith, Spencer, Patrolman, Wildwood Police Dept

New Mexico

Alamogordo

Peete, Brian, Chief of Police, Alamogordo Police Dept

New York

Attica

Hendershott, Dean, Chief of Police, Attica Police Dept

Jamaica

*Matthews, Kai Y, Student, St Johns Univ

Manlius

Kerwin, Michael J, Deputy Chief of Police Ret,
Syracuse

Monroe

*Guzman, Darwin M, Sergeant, Monroe Police Dept

New Paltz

Thompson, Gregory, Lieutenant, SUNY New Paltz Univ
Police Dept

New York

*Robertson, Jeff, General Manager of Public Safety,
RapidSOS

Riverhead

Toulon Jr, Errol, Sheriff, Suffolk Co Sheriff's Office

Rochester

Perez, Tony, Chief of Public Safety, Monroe Community
College

Syracuse

*McCall, Christopher J, CEO, Fotokite

Watervliet

*Dale, Mark, Principal, Forensic Solutions Inc

Yaphank

Oswald, Robert, Deputy Chief of Police, Suffolk Co
Police Dept

Yorktown Heights

Noble, Robert M, Chief of Police, Yorktown Police Dept

North Carolina**Charlotte**

Barron, Michael, Lieutenant, Charlotte-Mecklenburg
Police Dept

Granite Quarry

Cook, Mark J, Chief of Police, Granite Quarry-Faith
Joint Police Authority

Norlina

Hughes, Gregory P, Chief of Police, Norlina Police Dept

Thomasville

Barber, John W, Lieutenant, Thomasville Police Dept
Carter, Dustin W, Captain, Thomasville Police Dept
Saintsing, Bradley L, Captain, Thomasville Police Dept

Winston-Salem

Edwards, Jimmy J, Captain, Winston-Salem Police
Dept

Ohio**Akron**

*Jackson, Erich D, Database Administrator, Akron
Police Dept

Alliance

Hilles, James, Captain, Alliance Police Dept

Cleveland

Taylor, George, Chief Deputy, Cuyahoga Co Sheriff's
Office

Columbus

*Goerke, Geoffrey, Deputy Sheriff, Franklin Co Sheriff's
Office

Cortland

Morris, David E, Chief of Police, Cortland Police Dept

Dayton

Porter, John, Chief of Police, Butler Twp Police Dept

Glendale

Keist, Steve B, Sergeant, Glendale Police Dept

Groveport

York, Gary B, Chief of Police, Madison Twp Police Dept

Lima

Sanchez, Rick, Chief of Police, Lima Memorial Police
Dept

New Concord

Peck, Mindy, Chief of Police, New Concord Police Dept

Olmsted Falls

*Daugherty, Daniel P, Patrolman, Olmsted Falls Police
Dept

Olmsted Twp

*Bammerlin, Edward W, Patrolman, Olmsted Twp
Police Dept

South Amherst

Frazier, Michael M, Chief of Police, South Amherst
Police Dept

Toledo

Harrison, Steven, Chief of Police, Northwest Ohio
Psychiatric Hospital Police Dept
Mueller, David R, Captain, Toledo Police Dept

Whitehall

Crispen, Mike, Chief of Police, Whitehall Police Dept

Xenia

*Elliott, David, Patrolman, Xenia Police Division

Oklahoma**Oklahoma City**

*Dowell, Kirk, Sergeant, Oklahoma City Police Dept
*Roberts, David E, Sergeant, Oklahoma City Police
Dept
Roof, Mike, Lieutenant, Oklahoma City Police Dept
Steiner, David K, Lieutenant, Oklahoma City Police Dept

Sallisaw

*Dallas, Kenneth, Deputy, Sequoyah Co Sheriff's Office

Sand Springs

Carter, Michael S, Chief of Police, Sand Springs Police
Dept

Tulsa

*Johnson, Becky, Police Legal Advisor, City of Tulsa

Oregon**Hood River**

Spino, Russell, Sergeant, Columbia River Inter-Tribal
Enforcement

King City

Happala, Ernest D, Chief of Police, King City Police
Dept

Portland

Abrahamson, David A, Lieutenant, Portland Police
Bureau

Pennsylvania**Altoona**

Reese, David J, Chief of Police, Logan Twp Police Dept

Boyers

*Marosy, William L, Executive Program Manager,
National Background Investigations Bureau

Brookville

Markle, Vince W, Chief of Police, Brookville Borough
Police Dept

Chambersburg

Camacho, Roland, Chief of Police, Chambersburg
Police Dept

Easton

*Schippers, Brandon, Police Officer/DRE, Forks Twp
Police Dept

Erie

Nolan, Jonathan L, Deputy Chief of Police, Erie Police
Dept
Nolan, Michael A, Deputy Chief of Police, Erie Police
Dept
Sanders, Mark, Inspector, Erie Police Dept
Spizarny, Daniel P, Chief of Police, Erie Police Dept

Fairless Hills

Whitney, Nelson F, Lieutenant, Falls Twp Police Dept

Hellertown

*Fischer, Carl J, Patrolman/DRE, Hellertown Police
Dept

New Kensington

Deringer, Robert G, Chief of Police, New Kensington
City Police Dept

Pittsburgh

*Aquino, Julie A, Attorney, Campbell Durrant Beatty
Palombo & Miller

Sinking Spring

Rimby, Jason, Corporal, South Heidelberg Twp Police
Dept

Yeadon

Paparo, Anthony, Chief of Police, Yeadon Borough
Police Dept

York

Bankert, Troy, Acting Chief of Police, York City Police
Dept
Leitzel, Matthew, Lieutenant, York City Police Dept

Rhode Island**Lincoln**

Conti, Joseph, Captain, Lincoln Police Dept

Wakefield

Ewing-Chow, Joel J, Captain, South Kingstown Police
Dept

South Carolina**Charleston**

Davis, Kenneth, Director of Public Safety, The Citadel
Dept of Public Safety

Conway

Winburn, Lance A, Deputy Chief of Police, Horry Co
Police Dept

Darlington

Washington, Kelvin C, Chief of Police, Darlington Police
Dept

Gaffney

Stephens, Jeffery F, Chief of Police, Cherokee Co Sheriff's Office

Isle of Palms

Usry, Kimberly S, Interim Chief of Police, Isle of Palms Police Dept

Lake City

Coker, Kipp, Chief of Police, Lake City Police Dept

South Dakota**Rapid City**

*Phillips, Kathleen, Sergeant, Rapid City Police Dept

Tennessee**Altamont**

Shrum, Lindell C, Sheriff, Grundy Co Sheriff's Office

Chattanooga

Sutton, Jerri, Captain, Chattanooga Police Dept

Collierville

*Magnuson, Michael A, Police Officer, Collierville Police Dept

Knoxville

Johnson, Jeff, Commander, Tennessee Valley Authority Police

*Jurbergs, Andrew, Program Manager, Tennessee Valley Authority Police

Terry, John, Deputy Director, Tennessee Valley Authority Police

Nashville

*Abbott, David, Police Officer II, Metropolitan Nashville Police Dept

Springfield

Head, Jason K, Chief of Police, Springfield Police Dept

Texas**Abilene**

Ellison, Jimmy, Chief of Police, Abilene Christian Univ Police Dept

Amarillo

Johnson, Jimmy, Captain, Amarillo Police Dept

Austin

*McDonough, Christopher, Senior Vice President, Whooster

*Newton, Noelle, Director of Campus Safety Communications, Univ of Texas-Austin Police Dept

Scheets, Peter M, Assistant Chief of Police, Univ of Texas-Austin Police Dept

Bastrop

Nagy, Clint, Assistant Chief of Police, Bastrop Police Dept

Coppell

Irby, Byron J, Supervisory Air Marshal in Charge, Federal Air Marshal Service

Elgin

South, Patrick, Chief of Police, Elgin Police Dept

El Paso

*Perez, Raul A, Lieutenant, El Paso Police Dept

Flower Mound

Leonard, Kendall, Captain, Flower Mound Police Dept

Garland

Williams, Jeoff, Regional Director, Texas Dept of Public Safety

Georgetown

*Fogle, Matthew, Officer, Georgetown Police Dept

*Gerstner, Christopher, Traffic Sergeant, Georgetown Police Dept

Houston

Clark, Carl, Captain, Houston METRO Police

Katy

Hastings, William M, Chief of Police, Katy Police Dept

Keene

Jackson, Emmitt, Chief of Police, Keene Police Dept

Live Oak

Hopper, Gary G, Assistant Chief of Police, Live Oak Police Dept

Manor

Phipps, Ryan, Chief of Police, Manor Police Dept

Marshall

Carruth, Cliff, Chief of Police, Marshall Police Dept

Mesquite

Zanolini, Paul A, Lieutenant, Mesquite Police Dept

Plano

*Marton, Andrea, President, Dallas Symposium

Waco

Holt, Scott, Commander, Waco Police Dept

Utah**Ogden**

Boone, Michael, Lieutenant, Ogden Police Dept

Sandy

Severson, Greg, Captain, Sandy Police Dept

West Jordan

Rees, Travis, Lieutenant, West Jordan Police Dept

West Valley City

*Pratt, Nevin, CEO, OPSGEAR

Vermont**Bondville**

*Gould, Gregory C, Sergeant, Winhall Police Dept

Virginia**Alexandria**

Hayes, Donald C, Captain/Commander, Alexandria Police Dept

Fairfax

*Mehra, Vijay, Senior Advisor Technology & Standards, PM-ISE

King and Queen Court House

Balderson, William, Chief Deputy, King and Queen Co Sheriff's Office

Norfolk

Deaver, Gregory W, Lieutenant, Old Dominion Univ Police Dept

Quantico

Moore, James, Supervisory Special Agent, FBI

Reston

*Petrucci, Tony, Partner, INTEGRITYOne Partners

Salem

Crannis-Curl, Becky G, Lieutenant, Virginia State Police

Wintergreen Resort

Russell, Dennis, Chief of Police, Wintergreen Police Dept

Washington**Auburn**

Caillier, Mark A, Commander, Auburn Police Dept

Bremerton

Burchett, James, Chief of Police, Bremerton Police Dept

Camas

Lackey, Mitchel A, Chief of Police, Camas Police Dept

Chewelah

Burrows, Mark, Chief of Police, Chewelah Police Dept

Fife

*Kenyon, Travis, Sergeant, Fife Police Dept

Marysville

*Fawks, Angela, Officer, Marysville Police Dept

Puyallup

Pashon, Dan, Captain, Puyallup Police Dept

Visnaw, Jason, Captain, Puyallup Police Dept

Redmond

Coats, Brian, Lieutenant, Redmond Police Dept

Fuller, Martin, Lieutenant, Redmond Police Dept

Renton

Perkins, Don, Chief, Federal Reserve Police

Spokane

*Logue, Bart, Police Ombudsman, City of Spokane

*Omana, Luvimae, Analyst, City of Spokane

*Yen, John W K, Police Officer, Spokane Police Dept

Vancouver

*Lopez, Leslie, Deputy Prosecutor Civil Division, Clark Co Prosecuting Attorney's Office

West Virginia**Charleston**

*Cofer, Nicole, Traffic Safety Resource Prosecutor, Kanawha Co Prosecuting Attorney's Office

Wisconsin**Balsam Lake**

*Bryant, Nicholas, Patrol Sergeant, Polk Co Sheriff's Office

Caledonia

*Lyle, Robert, Sergeant, Caledonia Police Dept

Milwaukee

Banks, Raymond, Assistant Chief of Police, Milwaukee Police Dept

Formolo, Paul, Captain, Milwaukee Police Dept

Wronski, Sarah, Captain, Milwaukee Co Sheriff's Office

Wyoming**Casper**

*Jones, Scott, Sergeant, Casper Police Dept

Cheyenne

*Russell, Marc, Trooper, Wyoming Hwy Patrol

Green River

Sturlaugson, Shaun, Lieutenant, Green River Police Dept

Laramie

Terry, Robert G, Assistant Chief of Police, Laramie Police Dept

Riverton

*Peters, Scott, Sergeant, Riverton Police Dept

Sheridan

*Vaughn, Kelly, Sergeant, Sheridan Police Dept

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

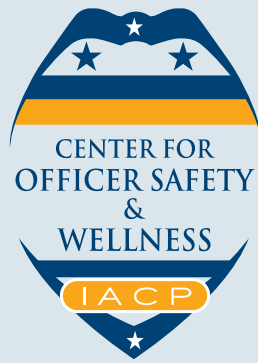
George E. Doughty, Chief of Police (ret.), El Centro College; Parole Officer (ret.), Texas Department of Criminal Justice, Dallas, Texas (life member)

Jim Meyerdirk, DRE Coordinator (ret.), Governor's Traffic Safety Bureau, Des Moines, Iowa

Lorenz Schey, Chief of Police (ret.), Morton Grove, Illinois (life member)



REMEMBER:
Law enforcement professionals at every level qualify for membership in the IACP.



Line of Duty Deaths

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

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

Deputy Sheriff William J. Gentry, Jr.

Highlands County Sheriff's Office, Florida
Date of Death: May 7, 2018
Length of Service: 13 years

Deputy Inspector General Richard Hale

Texas Juvenile Justice Department, Office of Inspector General
Date of Death: May 9, 2018
Length of Service: 16 years

Police Officer Alex Isai Sable

York City Police Department, Pennsylvania
Date of Death: May 9, 2018
Length of Service: 4 years

Police Officer Lance C. Whitaker

Jacksonville Sheriff's Office, Florida
Date of Death: May 15, 2018
Length of Service: 18 years

Police Officer E. Paul Morris

Raleigh Police Department, Mississippi
Date of Death: May 17, 2018

Trooper Samuel Newton Bullard

North Carolina Highway Patrol
Date of Death: May 21, 2018
Length of Service: 3 years

Police Officer Amy Caprio

Baltimore County Police Department, Maryland
Date of Death: May 21, 2018
Length of Service: 3 years, 8 months

Police Officer Thomas Coulter

Daytona Beach Police Department, Florida
Date of Death: May 21, 2018
Length of Service: 1 week

Sergeant Kent Swanson

Shelley Police Department, Idaho
Date of Death: May 21, 2018
Length of Service: 16 years

Police Officer Ayrian Williams

Monroe Police Department, Louisiana
Date of Death: May 21, 2018
Length of Service: 6 months

Chief of Detectives William Allee

New York City Police Department, New York
Date of Death: May 24, 2018
Length of Service: 40 years

Senior Special Agent Paul Scott Ragsdale

U.S. Department of Justice, Bureau of Alcohol, Tobacco, Firearms and Explosives
Date of Death: May 24, 2018
Length of Service: 16 years

Police Officer Anthony Christie

Savannah Police Department, Georgia
Date of Death: May 25, 2018
Length of Service: 2 years

Special Agent in Charge David J. LeValley

U.S. Department of Justice, Federal Bureau of Investigation
Date of Death: May 26, 2018
Length of Service: 22 years

Sergeant Daniel Baker

Dickson County Sheriff's Office, Tennessee
Date of Death: May 30, 2018
Length of Service: 10 years

Trooper First Class Walter Greene

Connecticut State Police
Date of Death: May 31, 2018
Length of Service: 28 years



Product update

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

Modular lab furniture systems

HEMCO UniLine Furniture offerings include base cabinets, wall cabinets, countertops, sinks, fixtures, base-tables, mobile workstations, specialty storage cabinets, and peg boards. HEMCO's UniLine Casework Groupings are designed to incorporate the most popular casework styles in a complete package. UniLine Casework & Cabinets are constructed of welded 18-gauge steel. Base cabinets have a load capacity of 500 pounds per linear foot. The powder coat finish is environmentally friendly, attractive, and long lasting. Services can also include a complete turnkey installation to ensure the quality standards that customers expect and deserve.

For more information, visit www.HEMCOcorp.com/labfurn.html.



Book on international law and reparations

Clarity Press offers the most thorough analysis to date on the jurisprudence of the Inter-American Court of Human Rights concerning full reparations. *International Law and Reparations: The Inter-American System* includes the roles of victims, lawyers, commissioners, and judges. Through an analysis of decisions issued by the Inter-American Court and the cases that shaped the system, the authors encourage reflection on how regional norms should continue to satisfy the aspirations of justice in human rights cases. The authors emphasize that regional jurisprudence cannot remain static and that new circumstances could lead the Inter-American Court's jurisprudence to develop in new directions.

For more information, visit www.claritypress.com/Grossman.html.

Emergency response trailers

ProPac Specializes in emergency trailer design, cargo, and delivery. ProPac experts have built hundreds of custom mission-specific emergency response trailers. The complete emergency trailer packages include electrical power and lighting, HVAC system, supplies, and exterior graphics to customize with an agency's logo. Equipment can include an on-board generator, shelving, and a cargo strapping system. ProPac emergency trailer specialists assist in every step from design through delivery. Partnering with customers to determine the best location and fit for all interior cargo design, ProPac's experience in pre-loading, shelving height and location, centerline access, power access, and weight balance avoids potential issues.

For more information, visit <https://propacusa.com/emergency-trailers>.

Dedicated safety hotline service

Unified Office announces a dedicated hotline service developed to help deter crime and promote safety among Domino's employees in New Bedford, Massachusetts. It is a feature that can be easily replicated on Unified Office and some other phone systems. It has already helped local police to solve at least one crime. This is a part of Unified Office's Total Connect Now, Managed Business Communications Service. The hotline calls go directly to the designated managers to be handled immediately. A virtual answering machine can be set up to email store leadership. Unified Office uses a hybrid cloud-based managed service in conjunction with an on-premise device and their cloud-based transmission network.

For more information, visit www.unifiedoffice.com.



Robot compatible explosives detection kit

Morphix Technologies announces its TraceX Explosive Detection Kit that can be paired with any explosive ordnance disposal and bomb squad robots that have an arm and claw to detect all the major families of explosive materials and their precursors, keeping first responders a safe distance from suspect material. The kit is colorimetric (works through color change). Most other colorimetric kits are not compatible for use with a robot because they require the use of chemical droppers or flexible swabs, which cannot be easily handled by a robot. Morphix Technologies' TraceX Explosive Detection Kits have none of these disadvantages and are easy-to-use, lightweight, inexpensive, and durable.

For more information, visit www.morphitec.com/tracex/law-enforcement.

Cloud-based service platform for inmates' families

VendEngine, a cloud-based technology provider in the corrections marketplace, has launched its MailRoom module application as part of their comprehensive technology suite. The new service provides a unique cloud-based platform for inmate families and others to utilize the free "JailFunds" app and to send electronic messages to inmates, including attachments. The application filters incoming and outgoing message by keywords and then delivers them to the inmate or, if flagged, sends the messages to staff for review. The MailRoom module can be used for storage, contact information, and investigative purposes, allowing investigators to track communications across the inmate population, to block communications to outside parties, and to manage keyword filter functions.

For more information, visit www.vendengine.com.



Friendly-fire prevention bracelet

Off-duty law enforcement, undercover agents, and security personal are at risk from friendly fire. Identifying who the good guys are can be difficult. Working in a big crowd magnifies the problem. Agencies have tried a variety of devices to identify off-duty and plainclothes officers with little success. Many devices can be costly and difficult to use. A clear means of identification, which is easily deployed, can help save lives. The Security Bracelet comes in a florescent yellow color that snaps into place on the gun hand forearm and is visible from many angles. Deployment is easy and quick. Officers can carry it under a suit jacket or wrapped around their belt or in their pocket. It weighs less than an ounce. Specific agency imprints are available on request. The bracelet is sturdy, lightweight, reusable, and economically priced.

For more information, visit <https://preventfriendlyfire.com>.



Handheld spectroscopic narcotics analyzer

Rigaku Analytical Devices announces the release of the Rigaku Progeny ResQ FLX, a handheld Raman analyzer, specifically designed for narcotics identification. The Progeny ResQ FLX analyzer provides law enforcement agencies with greater flexibility for use in the widespread opioid epidemic. The rapid response time of less than a minute, ease of use, and ability to scan through glass and plastic enables the Progeny ResQ FLX analyzer to keep law enforcement officers safe without exposure to potentially dangerous drugs, such as fentanyl. The Progeny ResQ FLX analyzer has a standard library of more than 1,000 narcotics and cutting agents and offers such features as an on-board digital camera to add pictorial evidence to results; smartphone pairing to rapidly transfer results; tamper-proof reports with digital signatures; and free library updates.

For more information, visit www.rigaku.com/ResQFLX.

DNA analysis tool

Parabon NanoLabs offers Snapshot Genetic Genealogy Service, which provides investigators a revolutionary new tool for solving crimes with evidence from an unknown DNA sample. Parabon's GG analysts compare crime scene DNA samples against public genetic genealogy databases to narrow down a suspect list to a region, a family, or even an individual. The company's Snapshot DNA Phenotyping service, which has revolutionized forensic DNA analysis in recent years, can be applied quickly and easily following GG analysis, with no additional lab work.

For more information visit www.parabon-nanolabs.com.



LACT Membership Application

Midwest Association of College Teachers
1112 Lincoln
Tel: 608-265-0221
Fax: 608-265-0222
www.lact.org

EXHIBIT C

Name: _____

Title/Grade: _____

Agency/Institution Name: _____

Business Address: _____

City/State/Zip/Country: _____

Residence Address: _____

City/State/Zip/Country: _____

Business Phone: _____ Fax: _____

Send me my copy Business Residential Address

Employer: _____

Website: _____

Have you previously been a member of LACT? Yes No

How long have you been employed by _____? _____ I am a member of Yes No

Which academic areas do you currently teach? Art Bus Edu Eng Health Hist Hum Lib Math Nat Sci Pol Social Sci

Edu Bus Health Nat Sci Pol Social Sci

Approximate year(s) covered by application 1-3-2000-3-2001 4-2000-3-2001 4-2001-3-2002

4-2002-3-2003 4-2003-3-2004 4-2004-3-2005 4-2005-3-2006

Member Type(s): _____

Education completed in _____

How many years of experience do you have? _____

Business Address: _____

I understand that by applying to join the LACT I am certifying that I am a member of the LACT and that I have agreed to the LACT membership agreement.

I am interested in _____ I am interested in _____

Membership President Treasurer Secretary Director

Group for: Student Faculty Support Staff Other

Organization: _____

Unit #: _____

Organization Address: _____

Signature: _____

Application Fee: \$20.00 (Student/Support Staff: \$10.00) (Faculty: \$20.00) (President: \$30.00) (Treasurer: \$30.00) (Secretary: \$30.00) (Director: \$30.00) (Other: \$20.00)

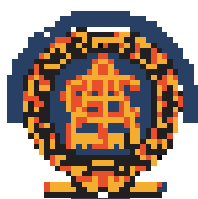
Membership Categories

Select the membership category that best describes you. An asterisk (*) indicates an additional fee. For more information visit www.lact.org

- Active Member \$20.00
College/university faculty
- Associate Member \$20.00
- Student \$10.00
- Student Teacher \$10.00
- Student/College Leader \$10.00
*Additional fee for dues
- Student/Leadership Program \$10.00
*Additional fee for dues

Optional Special Membership Categories

- College Faculty \$20.00
- College/College Leader \$20.00
- College/Leadership Program \$20.00
- College/Support Staff \$20.00
- College/Secretary \$20.00
- College/Treasurer \$20.00
- College/Director \$20.00
- College/Other \$20.00
- College/President \$30.00
- College/Secretary \$30.00
- College/Treasurer \$30.00
- College/Director \$30.00
- College/Other \$20.00
- College/Student \$10.00
- College/Student Teacher \$10.00
- College/Student/College Leader \$10.00
- College/Student/Leadership Program \$10.00
- College/Student/Leadership Program \$10.00
- College/Student/Leadership Program \$10.00
- College/Student/Leadership Program \$10.00
- College/Student/Leadership Program \$10.00



LACP Section Membership Application

LACP Membership is a prerequisite for Section Membership

Name: _____

Title/Post: _____

Agency: _____

Business Address: _____

City/State/Prov./Country: _____

Business Email: _____ **Reg. #:** _____

Home: _____

Mobile: _____

LACP Membership #: _____

Signature: _____

- Capital Cities Section _____
- Colleges (Colleges/Faculty/Deans) _____
- Court Management Section _____
- Justice Quality Improvement Section _____
- International Management Public Leadership and Change-Initiating Section _____
- Law Management/Innovation Management Section _____
- Legal Office Section _____
- Legal Services Section _____
- Public Administration Section _____
- Public Employment Section _____
- Public Employment (Justice Section) _____
- Public Employment (Police/Corrections) _____
- Public Employment (Other) Section _____
- Public Health Public Section _____
- Regional Office Section _____
- Retail/Childs Office Section _____
- Specific Employment Section _____
- State and Provincial Public Managerial Section _____
- State and Provincial Public Leadership/Deans Section _____
- State and Provincial Public Planning/Office Section _____
- University/College Public Section _____
- University/College Public Section _____

Signature of Applicant: _____ Date: _____

1. Pay by Check/Debit/Other **Bank** **Financial Institution** **Agency** **Business** _____

Card #: _____ **Exp. Date:** _____

Cardholder's Name: _____

Cardholder's Billing Address: _____

Signature: _____

2. Pay by Credit/Debit/Other _____ **Card #:** _____ **Exp. Date:** _____

3. Pay by Financial Institution _____ **Account #:** _____ **Branch Name:** _____

LACP Membership #: _____

For Office Use Only:
 The LACP Section Membership Application Form is a confidential document. It is intended for use by the LACP Section Management and should not be distributed to other staff members.

For the Public:
 This form is intended for use by the public to apply for LACP Section Membership. It is a confidential document and should not be distributed to other staff members.

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Police Officer Recruiting & Hiring

The Challenges Have Never Been Greater

By Jon Walters, Founder and President of Public Safety Testing, Inc.

Law enforcement is in the midst of the most challenging hiring environment the profession has faced in many decades. News articles and agencies from all regions talk about the shortage of police officer applicants, the impacts of this shortage on staffing and overtime, and the difficulty with candidates passing background investigations.

Job Market Status

Law enforcement is not the only occupation facing severe shortages of qualified job seekers, particularly within the United States. There is a worker shortage—not a shortage of work.¹ There's a nurse shortage, teacher shortage, construction worker shortage, skilled labor shortage, and so on. The trucking industry estimates a shortfall of as many as 106,000 drivers by 2022.² The airline pilot shortage is so severe that Boeing is working on technology for pilotless planes. Why? With the projected pilot shortage estimated at 637,000 over the next 20 years, airlines might not need as many new planes.³ Boeing views pilotless transportation as critical to the company's future.

The U.S. unemployment rate as of May 2018 is at 3.8 percent, which is the lowest it has been since April 2000. Some states are experiencing their lowest unemployment rates since modern record keeping began. The number of job openings in the United States has reached 6.7 million, exceeding the number of unemployed for the first time since these figures began reporting. The (LFPR) is defined as, "those working or seeking work"—commonly known as the "applicant pool." Since January 2014, the LFPR in May 2018 was 62.7 percent. March 1978 was the last time this figure was that low; in other words, the applicant pool has not been this small since 1978. The bad news is the U.S. Department of Labor is projecting a stagnant, if not declining, LFPR for the foreseeable future.⁴

Attracting Candidates to Law Enforcement

There are two immediate steps agencies must take to be more competitive:

1. Streamline the hiring process.
2. Significantly enhance the agency's recruiting efforts.

#1: Streamline the Hiring Process

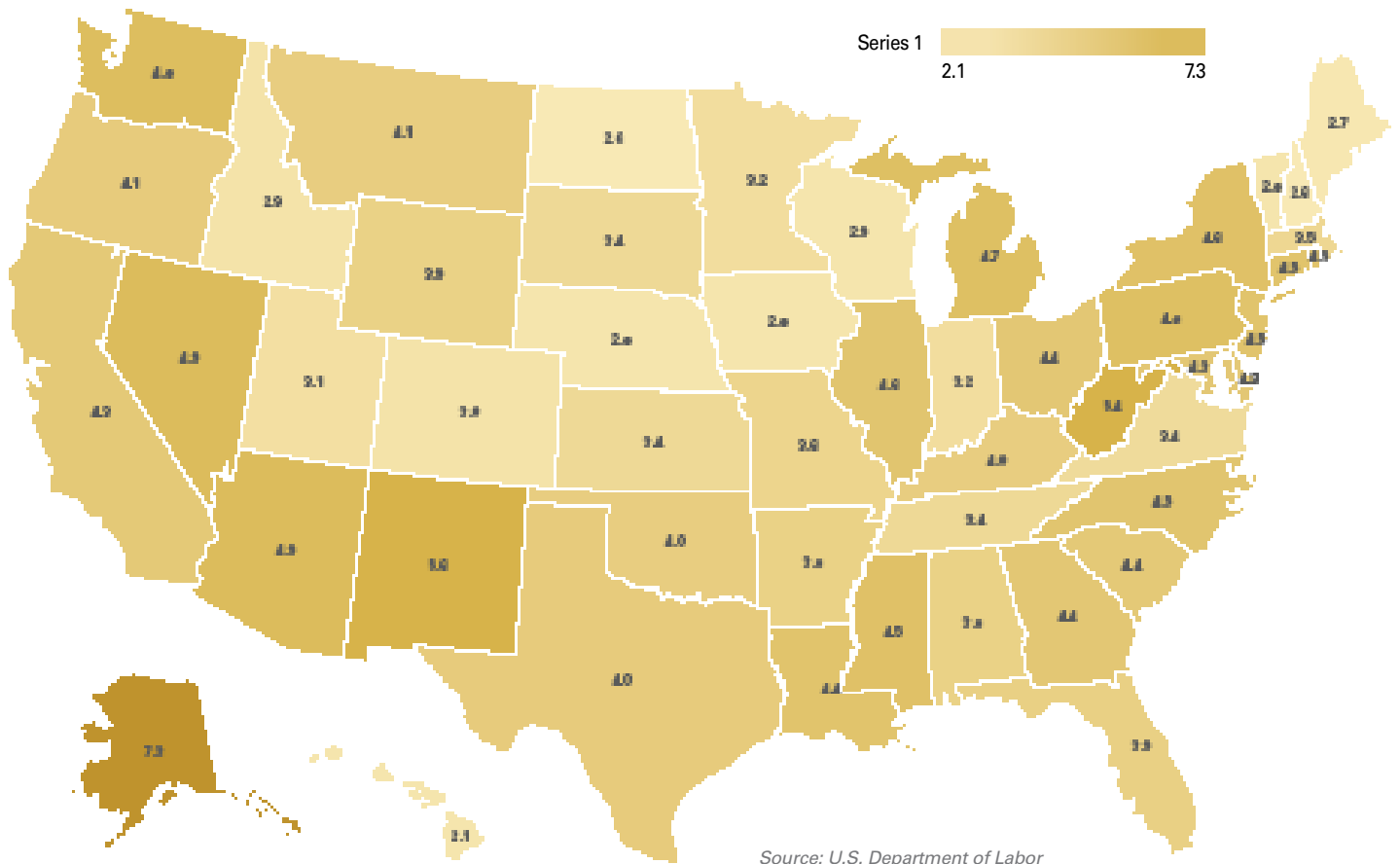
Currently, at most agencies, it takes too long to hire police officers. Streamlining the hiring process will pay big dividends. Some agencies can shave off months or weeks from the process, but even a few days would help tremendously.

One large study revealed the average time to hire across all sectors in the United States was about 23 days. For police officers, it was almost 128 days—the longest found in this study.⁵ If law enforcement has any hope of being more competitive, the hiring process must be shortened.

To make it more efficient, agency leaders or human resources (HR) personnel should closely examine every step of the agency's hiring process, from the initial advertising to the final selection. Map it out—document what is done, who does it, when it's done, and why it's done. Evaluate what the potential outcome would be if a step was modified, eliminated, or combined with other steps. This effort will receive more buy-in if everyone with a stake in the outcome is involved.

Also, look closely at the agency's minimum standards and evaluate whether each one is truly required. Many department records divisions and 911 centers require applicants to have a valid driver's license, but don't require the employee to drive as part of their job duties. In 2015, the number of teens with driver's licenses hit a record low of 71.5 percent.⁶ Requiring a driver's license when employees

Figure 1: Unemployment Rate by State, March 2018



Source: U.S. Department of Labor

are not required to drive might be inadvertently eliminating many otherwise qualified candidates. As another example, in terms of tattoos, 13 percent of baby boomers, 36 percent of Gen Xers, and 47 percent of millennials have them.⁷ Again, an overly strict policy that prohibits all tattoos may eliminate some otherwise good candidates. Does the agency have non-negotiable automatic disqualifiers, or does the hiring process look at the “entire” candidate? Is one incident or indiscretion that occurred years ago indicative of the overall character of the candidate and how he or she has lived the rest of his or her life?

This is not to advocate lowering critical standards. This job is too important, too complex, and too demanding to not get the right aspirant. The recommendation remains, however, to examine the agency’s requirements to ensure they are up to date—and that each is absolutely necessary.

Some fairly simple, low-cost examples of hiring process improvements include the following:

- Eliminating multiple forms that ask for the same information
- Using current technology such as candidates’ self-scheduling for interviews, video conferencing for out-of-region candidates, and using new lie detection technology to quickly screen candidates early
- Outsourcing various steps of the hiring process to private companies
- Reducing multiple rounds of internal review and approval to just one
- Frequently communicating with the candidates (increases participation rates)
- Providing a hiring checklist (eliminates multiple “what’s next” questions and defines the timeline and expectations for candidates)

#2: Significantly Enhance the Agency’s Recruiting Efforts

Candidates are no longer walking in the door—agencies must go to them; it must engage in deliberate, meaningful, and vigorous recruiting efforts more than ever before. Law enforcement is competing with the private sector for the same candidates. Private businesses spend lots of money to study the candidates, learn what appeals to them, and then aggressively go after them. Law enforcement agencies cannot match the recruiting budgets of private companies, but they can and must be more aggressive in their efforts to attract candidates.

The 21st-Century Candidate

Law enforcement, like most professions, is currently recruiting predominantly from the millennial generation, who will soon surpass baby boomers as the largest living generation in the United States.⁸ Much has been written about millennials, and one hears plenty of discussion about how “different” the applicant pool is today. There are several characteristics that are generally attributed to the millennials:

- were born between 1980 and 1996
- are the most ethnically and racially diverse generation
- are confident, have high expectations, and are achievement oriented
- aspire to make a difference with their work
- are tech dependent and need to be “connected”
- expect fast turnaround and fast results
- have often been raised by “helicopter parents”
- embrace new ideas and technology
- value experiences over possessions
- demand a work-life balance
- might consider switching jobs every three to four years

Figure 2: Generations by Birth Years and Age

Generation	Years	Age in 2018
Post-Millennials (Gen Z)	1997 to today	≤21
Millennials (Gen Y)	1981–1996	22–37
Generation X	1965–1980	38–53
Baby Boomers	1946–1964	54–72
Silent Generation	1928–1945	73–90
Greatest Generation	Before 1928	91+

Source: Michael Dimock, “Defining Generations: Where Millennials End and Post-Millennials Begin,” Pew Research Center, March 1, 2018.

Many millennials have grown up being told they can have anything they want. Then they enter the real world and job market and find out they are not so special, they get nothing for simply participating, and they are not entitled to something just because they want it.⁹ They don’t need trophies, but they do want frequent reinforcement, and not just for exceptional work. They want a coach, not a boss, and they want to work with people, not for them.

Millennials value their time off and seek work-life balance. For many, time off is worth more than the extra money earned in overtime. Today, staffing shortages are mandating overtime, and officers are saying they are exhausted. Some are looking at other departments and even other career fields in search of that work-family-life balance.

Talk with candidates about the region’s recreational opportunities, the quality of schools, cultural activities, and other attractive qualities about the community. Quality-of-life issues are important to millennials. Be sure the employment website describes these opportunities as well.

When speaking with millennial applicants, do not automatically assume they are interested in a 30-year career with a pension. As a matter of fact, their generation is described as the “job-hopping generation,” and some plan on changing jobs every three to four years. Capitalize on that by describing various opportunities within the organization for changes and growth—“careers within a career.” Describe the opportunities for specialty assignments and promotions, both vertical and horizontal paths within the organization. Don’t ask them to commit to 25 years, but instead ask for 5 years. They relate better to those terms and, after five years, they will find they have some seniority, good benefits, and the start to some serious savings in their retirement plan.

Recruitment Plan

In addition to understanding whom agencies are recruiting, the framework for an agency’s recruitment plan should include many other aspects. Some of these include the following:

Agency’s Website. This is where candidates often first look for jobs in a department. There should be an employment link clearly visible on the home page. From there, make it easy to navigate and find more information about the department, the community, minimum requirements, the hiring process, pay and benefits, and how to connect with a recruiter.

The website should also include photos and videos that reflect the types of candidates the agency is looking for, as it is very helpful from a recruiting standpoint that viewers can envision themselves as successful in the organization. Be aware of the overt and sometimes subtle messages that recruiting photos and videos send. For example, do they reflect that the department is hiring for the spirit of service or for the spirit of adventure?

Mobile Devices. Mobile phones have surpassed desktop computers as the most common way to surf the Internet. Nearly 50 percent of job seekers have applied for a job via their mobile devices.¹⁰ The goal must be to get the agency’s hiring information directly on candidates’ phones—and technology now exists that allows this. It ensures that they will walk away with the information versus handing them a business card or literature that they can easily misplace or throw away.

Social Media. Social media is where this generation of candidates communicates and conducts much of its job hunting. If the department is not actively involved in social media, it really needs to be. Social media is most effective when it is conversational and part of a larger department communication plan. For more information on engaging community members and candidates, the IACP’s Social Media Center is an excellent resource.¹¹

Everyone Is a Recruiter. Imagine the positive impact on hiring efforts if everyone in an organization successfully recruited one person during the next year. Rather than just a specific assignment, include recruiting as part of everyone’s normal duties, just like handling a theft call. Make recruiting a responsibility for each individual, from the chief to the line officer, in every division, and engage staff in actively recruiting their future coworkers.

Many police officers have shared that they had no intention of entering a law enforcement career, but someone in the field encouraged them to test for his or her agency. Word of mouth is a powerful recruiting tool. Friends and family members play a significant role in the recruiting effort. A large state highway patrol agency shared that 75 percent of their recruits were there because an agency employee recruited them. That employee was either a family member, neighbor, coach, or friend.¹²

Just like staff are trained on how to perform many aspects of their jobs, they should be trained on how to recruit. A well-intentioned officer with no training can hurt recruiting efforts. Recruiter training should include skills training and role playing—and focus on how to effectively recruit, those whom the agency is seeking to recruit key agency needs, and so forth. Reinforce the individual recruiting role at briefings, through supervisors, and in regular communications so that it eventually becomes part of the agency’s culture rather than a separate assignment.

Recruiting Staff. Larger agencies will have a devoted recruiting staff. Who is assigned to the recruiting function is one of the most important selections an executive will make. Training is important, but there are also outstanding recruiters who have had no formal recruiter training. They reflect what the agency is looking for; they clearly understand the agency’s hiring needs, mission, and values; they are approachable, friendly, and engaging; and they are enthusiastic, but not overbearing. On the flip side, there are also ineffective recruiters who are there only because they were ordered to be there and show no passion for their role.

Background Investigators. Sometimes the best crime investigators are not necessarily the best background investigators. Background investigators are the face of the agency during much of the hiring process, and candidates draw conclusions about what it might be like to work at the agency based on their interactions with staff during the hiring process. Remind background investigators that candidates are future employees, not suspects, and it is an employment interview, not an interrogation.

Agency Open House. Many agencies have found conducting an open house or hiring workshop is more effective than attending career fairs where they are competing with many other employers and professions. Folks that attend an open house are interested in the department and in public safety-related jobs. Department members talk about what it's like to work there, describe the hiring process, explain how to be successful and pitfalls to avoid, and provide other information about a career at the agency and life in the community. Agencies that have conducted these types of events often say more people attended than they expected. Remember to promote these events through social and other media.

Laid-off Workers. Even in today's economy and tight job market, some companies are laying off employees. In such a company, the focus of the HR department is often to help affected workers find new employment. This provides an opportunity for an agency. Chiefs or recruiters can contact these HR outplacement staff and ask if the agency can do a presentation or provide information about opportunities. Companies are often very happy to accommodate. Law enforcement agencies can find out about companies that are laying off through typical news outlets. Another resource is the Worker Adjustment and Retraining Notification (WARN). This is a 1988 U.S. federal law that basically requires notice of layoffs.¹³ Find out about these notices by doing a web search for WARN notices in a particular state.

Conclusion

The policing profession is in the midst of many challenges; recruiting and hiring is just one. However, successful recruiting and hiring are vital to strengthening an agency's foundation to better face many of the other challenges. Based on the current and projected competition in the job market, law enforcement must be more proactive in its recruiting efforts. To be successful, actions to take now involve developing an agency recruitment plan that includes streamlining the hiring process and actively and vigorously engaging in effective recruitment strategies. □

Jon Walters is the founder and president of Public Safety Testing, Inc. Jon's policing career includes serving seven years as a police chief in the Pacific Northwest. Jon is a graduate of the 171st session of the FBI National Academy. He has earned a BA in law and justice and an MS in organization development.

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Mr. Walters was one of the many great presenters at IACP 2017.

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Protecting Children through Collaboration

By Jad Saliba, Founder, Chief Technology Officer, Magnet Forensics, and Bill Wiltse, President, Child Rescue Coalition

Finding out that a child has been abducted or abused is one of the most traumatizing moments for a family, their community, and its police agency. To prevent this, we have developed sophisticated organizations like children's aid societies, encouraged the use of AMBER Alerts or other missing child notifications through robust networks between law enforcement agencies and communities, and trained professionals like teachers and doctors to look for early warning signs of abuse.

Despite major strides made in curbing child abuse and abductions, the Internet has contributed to an uptick in child sexual abuse and related abductions over the past decade. The Internet is now over 20 years old, but the mass proliferation of social media, instant messaging, peer-to-peer networks, encryption, and the dark web—a sub-Internet that sophisticated users utilize for virtual anonymity—is a more recent phenomenon. These tools have created an enabling environment for the criminals who produce and consume child sexual exploitation materials (CSEM), commonly referred to as “child pornography.”



The National Center for Missing and Exploited Children (NCMEC) has reviewed more than 28 million reports of CSEM images since they instituted their CyberTipline in 1998. They received 10.2 million reports in 2017 alone. There are millions more CSEM videos being created and in circulation. NCMEC also reports that 10,500 individual children have been identified by law enforcement as victims of these crimes since 2002.¹ A study by the Canadian Centre for Child Protection found that 78 percent of the CSEM images and videos their organization reviewed included children 12 years old or younger, and 63 percent of it included children under the age of 8.²

As anyone who has been involved with child sexual exploitation investigations can attest, it is important to not underestimate the link between child sexual abuse and the consumption of digital materials depicting it. A study by the Crimes Against Children Research Center at the University of New Hampshire found that one in every six suspects investigated for the possession of CSEM had also directly sexually abused or assaulted children.³ The U.S. Centers for Disease Control and Prevention reports that almost 58,000 children were victims of sexual abuse in 2014 alone.⁴

Statistics alone don't measure the impact of these crimes. In March 2017, the U.S. Congressional Judiciary Subcommittee on Crime, Terrorism, Homeland Security and Investigations held a hearing on the efforts to identify and prosecute child exploitation crimes. Among those who testified was Francey Hakes, the former National Coordinator for Child Exploitation, Prevention, and Interdiction. She described the CSEM challenge from law enforcement's perspective:

So many children, so much abuse, so much pain, and so many afraid. I used to think the hardest thing I would ever have to do was look into the eyes of a child and listen to her story about being abused. I was wrong. The hardest thing I ever had to do was watch their abuse... All heart-wrenching, and even now, impossible to forget. I remember all their faces. Sometimes they had a frozen smile, sometimes they cried, sometimes they screamed.... No one who has seen these images is untouched by them.⁵

While this crime may seem like an insurmountable challenge to tackle, positive strides have been taken recently. In the fall of 2017, the U.S. Congress passed the Protect Our Children bill with bipartisan support. The law increased funding for police agencies around the United States to get the tools and training they need to investigate child sexual exploitation-related crimes.

The U.S. government has also taken strides to increase the number of investigators combating this growing area of crime by supporting the H.E.R.O. Child-Rescue Corps program, which trains military veterans with the technical skills required to become child exploitation investigators.⁶ The impact of this funding should not be underestimated as recruitment for such challenging work in law enforcement has proven to be difficult. The program has been successful as many of the graduates want to continue serving in a meaningful way upon their discharge from the military.

While these are important steps by the U.S. government, greater collaboration across global law enforcement and with other sectors is required to curb these heinous crimes against children. The Internet Crimes Against Children (ICAC) Task Force has paved the way. In the United States, task force members represent more than 4,500 federal, state, and local law enforcement and prosecutorial agencies.⁷ The task force members exude passion in their search for justice on behalf of victims and their families.

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However, according to the U.S. State Department, this issue extends far beyond the United States, with victims reported in many other countries, particularly in the developing world.⁸ If the ICAC community is to be successful, it must take a global approach.

One avenue for greater global collaboration is through the Virtual Global Taskforce Combatting Online Child Sexual Abuse (VGT).⁹ This multilateral forum started with national police forces from North America and Europe, as well as Interpol and Europol. It has grown to include other countries, such as Colombia, the Philippines, and the United Arab Emirates. Providing tools, training, and support to more agencies around the world will pay dividends in protecting the children in communities across the globe by reducing the amount of CSEM in circulation, identifying child predators who engage in “child sexual tourism,” and detecting human trafficking rings.

Given the global and technical nature of the challenge, the VGT has extended its membership to the technology sector to harness the capabilities and innovation needed to garner actionable intelligence and digital evidence in child sexual exploitation cases. There are both nonprofits and companies around the world who share in law enforcement’s mission of helping to keep children safe from sexual abuse emanating online. These organizations bring different skill sets to the table.

For example, a partnership between Magnet Forensics, a company that provides digital forensics tools to law enforcement and national security agencies in 93 countries, and the Child Rescue Coalition, a charity that develops tools to help child exploitation investigators pinpoint crimes online, have developed technologies to tangibly improve investigations and increase the volume of cases law enforcement agencies can process. Both organizations are VGT members and have partnered to integrate technologies so that investigators can seamlessly move across both organizations’ tools, leverage more analysis functions, and create consolidated evidence reports to close more cases faster.

Another potential area for collaboration between sectors is on the important subject of officer wellness. As ICAC investigators become more and more exposed to CSEM, they are at risk of developing post-traumatic stress disorder or other mental and health issues. While it’s not possible to completely eliminate the need for humans to review CSEM material in investigations, artificial intelligence technologies can be developed to help investigators work through their cases with more efficiency, thus reducing their exposure to CSEM.

Relationships between the broader technology sector and law enforcement are also worth investing in, especially for organizations like the ICAC Task Force and VGT. Social media companies, device manufacturers, and cloud storage providers have all been focused on protecting their customers’ data and privacy through advanced security measures like encryption and locating their data centers abroad in recent years. While the privacy functions are valuable to customers, they have limited law enforcement’s ability to investigate digitally enabled crimes like online sexual exploitation. This is commonly known in the law enforcement field as the “Going Dark” issue.

While there are complex matters before the courts pertaining to lawful access of digital data, including cases involving some of the largest technology companies in the world, law enforcement’s broader advocacy efforts with the technology sector shouldn’t stop. It’s also important to engage newer technology companies, specifically messaging platforms, social media, marketplace and cryptocurrency providers, before their platforms are overrun with CSEM creators and viewers or other criminals.

These emerging technology products can garner widespread usage in a short amount of time, and they often target children as customers with the “free-mium” business strategies that many of them utilize. Early engineering decisions tech companies make can be consequential to law enforcement. How their source code is developed, where data are physically stored, whether data are stored locally versus in the cloud, and what community safety features they build can be key to reducing the proliferation of CSEM

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and other criminal activity. Having the providers' leaders and investors aware of the criminal activity enabled by technology may compel them to be thoughtful in their development and business strategies.

Outreach is also important; as the public becomes more aware of the increase in child sexual abuse in the Internet era, they will demand more accountability and work from technology companies. Astute tech companies shouldn't wait for a crisis to act responsibly, but instead they should focus on balancing the privacy of their users with features that protect the most vulnerable population among their users and allow law enforcement agencies to access important investigative data.

Beyond improving investigations, investments in education and prevention should be a priority for curbing child sexual exploitation. The role of ICAC investigators has evolved with the growth of child sexual exploitation. They are being looked to more and more to educate children on the risks that exist online. While ICAC members are almost always willing to provide their time for such a good cause, it draws these experts away from their core role of investigating these crimes.

Finding other leaders in law enforcement and other sectors to carry this message far and wide as well as using innovative technologies to broaden the reach of these messages should be considered. Ensuring that more children, parents, and child-related professionals such as teachers and physicians are aware of the risks that exist online is essential.

Finally, it is necessary to foster a culture of reporting. Attempts at child luring or child sexual abuse online must not be downplayed. In addition, programs that help develop open communications with children and help them feel comfortable telling a parent or other person of authority of such attempts are essential for police agencies to start investigations early, before a child is harmed.

Law enforcement and community organizations have gone to great lengths to ensure that children can live, learn, and play in safe communities. As more of their lives are spent in the digital world, governments, nonprofits,

police agencies, and the technology industry should demonstrate the same resolve in ensuring that our digital neighborhoods are safe. □

Jad Saliba is the founder and chief technology officer of Magnet Forensics, a software company that develops tools for police agencies to investigate digitally enabled crimes such as child sexual exploitation and human trafficking. Bill Wiltse is president of the Child Rescue Coalition, a nonprofit that partners with global law enforcement to shield, rescue, and safeguard children from sexual exploitation. Both authors are former police officers and child exploitation investigators.

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Jurisdictional Guidelines for the Safe Testing and Deployment of Highly Automated Vehicles

By Brian A. Ursino, MBA, Director of Law Enforcement, American Association of Motor Vehicle Administrators

Highly autonomous vehicles (HAVs), specifically Level 3 through Level 5, are currently being developed and tested in the United States. The American Association of Motor Vehicle Administrators (AAMVA) has adopted the Society of Automotive Engineers (SAE) HAV definitions, as shown in Figure 1.

Many U.S. states regulate the testing of HAV technology, and more states are joining that trend. However, there has been little consistency among the states that do regulate. This regulatory uncertainty and inconsistency highlight the need for uniform guidelines for HAV testing and deployment (Figure 2).

AAMVA Steps In

In 2014, AAMVA created an Autonomous Vehicle Working Group (AVWG) to develop guidelines for its members that are or might be charged with administering HAV regulatory oversight.

The AVWG was organized into three subgroups, focusing on three specific areas: (1) drivers, (2) vehicles, and (3) law enforcement. The driver

subgroup developed guidelines specific to the education, testing, and licensing of drivers operating various levels of HAVs. The vehicle subgroup developed guidelines specific to HAV permitting, registration, and titling. Finally, the law enforcement subgroup explored the considerations and challenges that law enforcement will face with the deployment of HAVs.

In May 2018, AAMVA published *Guidelines for the Safe Testing and Deployment of Highly Automated Vehicles* (hereinafter referred to as *Guidelines*) to assist motor vehicle and law enforcement agencies address the testing or use of Level 3, 4, and 5 automated vehicles in their jurisdictions (Figure 3). *The Guidelines* provide guidance and recommendations that balance public safety with the advancement of vehicle innovations that have the potential to reduce crashes, fatalities, injuries, and property damage.

In total, the *Guidelines* include 88 recommendations—65 jurisdictional recommendations and 23 recommendations to manufacturers and other entities (MOEs). Key takeaways include the following points:

- A successful path to the safe testing and deployment of HAVs should include appropriate government oversight developed in coordination with strong stakeholder engagement.
- Robust stakeholder engagement should include representatives from government organizations, government support associations, industry, research institutes, and advocacy groups.

Figure 1: SAE Definition of Automation Levels

SOCIETY OF AUTOMOTIVE ENGINEERS (SAE) AUTOMATION LEVELS

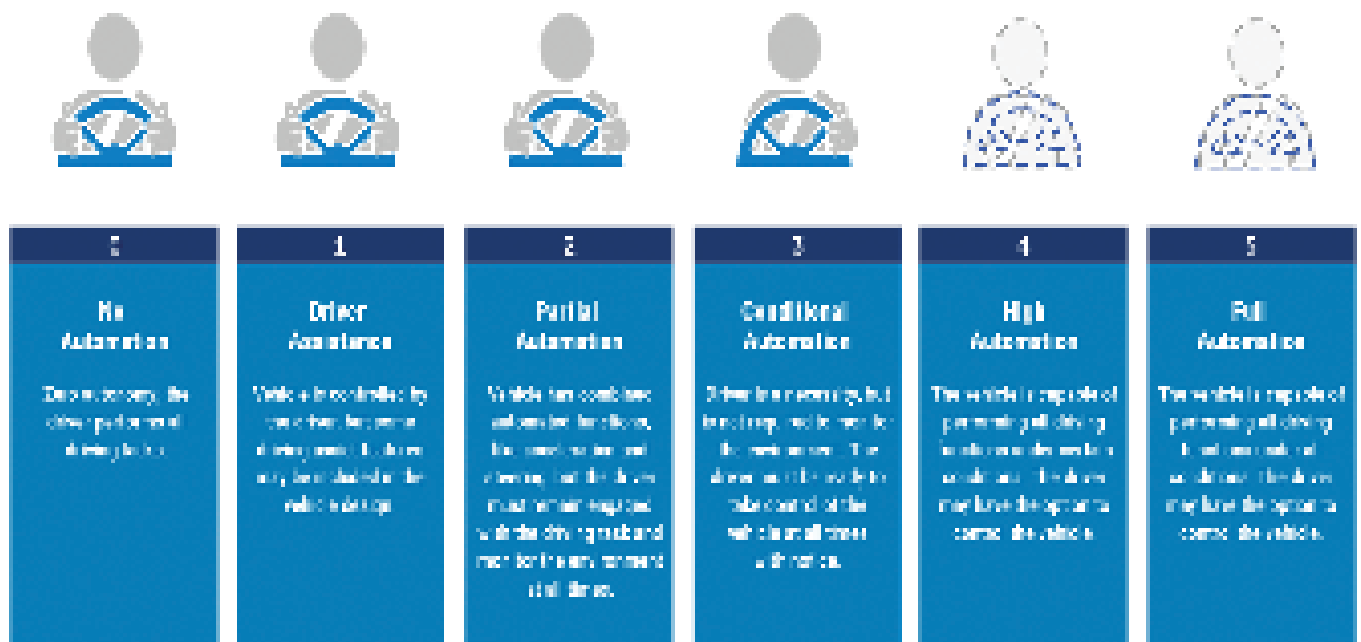


Figure 2: Autonomous Vehicle State Action Map



U.S. State Regulations

As of May 2018

- 25 states and the District of Columbia have passed HAV legislation
- 6 state governors have issued executive orders
- 19 states have taken no action

AAMVA is conducting a state and provincial oversight survey, and the results are expected this month (July 2018).

- Jurisdictions will want to consider the guideline recommendations within their legislative processes, which may result in laws, regulations, and policies best suited for each particular jurisdiction or region.
- MOEs are encouraged to consider the recommendations to leverage an optimal relationship with government partners to achieve the safest and most robust testing and deployment conditions.

In addition to an overview of HAVs, issues relating to them, and information about their classifications, the *Guidelines* includes a comprehensive discussion of considerations such as

- Background on each topical area
- Recommended guidelines for the testing and/or deployment of HAVs
- Benefits of implementing the *Guidelines*
- Challenges

Recommendations from the Guidelines

“Chapter Six: Law Enforcement Considerations” provides numerous recommendations for jurisdictions in which autonomous vehicles are or will be tested and deployed, including guidelines for reporting, safety, enforcement, and training, among other related topics.

Crash and Incident

Reporting. Crash reporting should occur when there are crashes or incidents between HAVs and other vehicles, persons, animals, or objects.

Recommendation 6.1.1.

Require HAV manufacturers to submit to the jurisdiction crash-related information and a summary of the manufacturer’s analysis of the incident to expand the amount of HAV data and research.

Recommendation 6.1.2.

U.S. jurisdictions should adopt the United States Department of Transportation *Model Minimum Uniform Crash Criteria (MMUCC)*, 5th edition (August 2017), recommendation as

Figure 3: AAMVA Guidelines Publication



soon as practicable. This is the first edition of the *MMUCC* to include HAV data elements.

Criminal Activity. There are both opportunities and risks presented by automated driving that will increase the tactical performance of physical tasks over a person driving a car. Automated vehicles have the potential to improve driving safety and make mobility more efficient. However, they will also create greater possibilities for dual use applications and ways for a vehicle to be used to further criminal enterprises—or worse, be used as a tool for the delivery of explosives or other means of causing harm.

Recommendation 6.2.1. Jurisdictions that have HAV permitting requirements for testing on public roadways should require the designated test users (employees, contractors, and other persons) to pass a background check including, but not limited to, a driver history review and a criminal history check, before authorization to operate a test HAV.

Recommendation 6.2.2. Jurisdictions should also establish provisions which disqualify an agent or contractor of an MOE who have criminal records or a driving history that includes DUI, reckless driving, or other significant conviction history from operating an HAV in a test environment.

Distracted Driving. The potential of HAV technology for reducing or eliminating distracted driving is a common topic. The term “distraction” as used by the National Highway Traffic Safety Administration is a specific type of inattention that occurs when drivers divert their attention away from the driving task to focus on another activity. These distractions can be categorized into the following types:

- **Visual distraction:** Tasks that require the driver to look away from the roadway to visually obtain information (e.g., reading a text message).
- **Manual distraction:** Tasks that require the driver to take hand(s) off the steering wheel to manipulate a device or other distracting activity (e.g., entering information into a GPS device).
- **Cognitive distraction:** Tasks that are defined as the mental workload associated with a task that involves thinking about something other than the driving task (e.g., carrying on a conversation).

Recommendation 6.3.1. Jurisdictions need to consider the level of automation to which their distracted driving laws will apply.

Enforcement of Permit Conditions. Although provisions of the permitting process may vary significantly among jurisdictions, public trust and the integrity of the permitting process require a means to enforce any conditions imposed on the testing entity.

Recommendation 6.4.1. Jurisdictions should develop a process that includes an application for MOEs to test on public roadways within the



Vehicle Response to Emergency Vehicles, Manual Traffic Controls, and Atypical Road Conditions

Traffic safety is often dependent on the ability of a driver to recognize and respond appropriately to a wide variety of hazards in an ever-changing roadway environment. Object and event detection and response refers to the detection by the driver or HAV system of any circumstance that is relevant to the immediate driving task, as well as the implementation of the appropriate driver or system response to such circumstance.

System Misuse and Abuse

Misuse of an automated vehicle system may be defined as operating automated features improperly or inappropriately, such as failure to take affirmative control of a vehicle when directed to do so by the automated system. Abuse of an automated vehicle system might be defined as the intentional or malicious use of HAV capabilities for some unlawful purpose.

jurisdiction and includes provisions for suspension or revocation of any permit to test on public roads if permit holders violate permit conditions.

Recommendation 6.4.2. Jurisdictions should consider the imposition of penalties if the testing entity continues to operate or test in violation of a suspension or revocation order.

Recommendation 6.4.3. Jurisdictions should hold test users responsible for violations of existing traffic laws subject to existing legal processes.

Recommendation 6.4.4. Jurisdictions should not use regulations developed for testing for deployed vehicles because these vehicles will have been adequately tested, evaluated, and certified for safety and compliance with Federal Motor Vehicle Safety Standards (FMVSS) or Commercial Motor Vehicle Safety Standards (CMVSS).

Establishing Operational Responsibility and Law Enforcement Implications. Jurisdictions have legal authority to regulate vehicle operation by humans, but they might not have established authority over non-human vehicle operation. This gap presents significant challenges to

enforcing traffic laws and to establishing legal responsibility when Level 3 to 5 vehicles are involved in motor vehicle crashes on public roads.

Recommendation 6.5.1. Jurisdictions should define what enforcement actions can be taken and who or what is responsible when there is no human on board an automated test vehicle.

Recommendation 6.5.2. Jurisdictions should clearly establish legal responsibility for every vehicle operating on public roads.

Recommendation 6.5.3. For vehicles classified as Levels 4 or 5, which may be operated without a licensed driver and when the driverless vehicle performs the dynamic driving task independent of human input, the registered owner should be responsible for its safe operation.

First Responder Safety and Training. Although HAVs may provide significant safety benefits by reducing human errors, they will inevitably be involved in traffic crashes, especially during the years of initial introduction and integration with the existing motoring population. Because of the potential for the new operational characteristics of HAVs, responders to these crashes can be placed at risk if they are not trained for the hazards they might encounter.

Therefore, it is important for first responders and law enforcement officers specifically to understand how HAVs impact their duties, which can be met with training and education.

Recommendation 6.7.1. Jurisdictions should work with manufacturers' consumer training programs to make HAV training available to first responders at no cost to agencies.

Vehicle Identification. Identification of a motor vehicle as an HAV is necessary for law enforcement officers and other first responders to fulfill their duties.

Recommendation 6.10.1. Enact requirements for permanent labeling on the rear and sides of an HAV to better identify vehicles and improve safety and regulatory control.

Adherence to Traffic Laws. MOEs are facing the challenge of ensuring their HAVs adhere to traffic laws, when not all traffic laws between jurisdictions are exactly the same. Conversely, jurisdictions must assess their existing laws and evaluate whether any of them should be amended or repealed to accommodate this emerging technology.

Recommendation 6.11.1. Monitor the progress of the Transportation Research Board project NCHRP 20-102(07) *Implications of Automation for Motor Vehicle Codes* to identify traffic and other laws that may need to be repealed or revised to accommodate HAV technology.

Recommendation 6.11.2. Jurisdictions should not modify current traffic laws specifically to accommodate Level 5 vehicles until their development advances to the extent that such amendments and statutes are warranted.

What's Next?

There are many more areas of HAV interest for AAMVA's members, including law enforcement, many of which were outside the scope of the original work effort. However, the AVWG is already working on the next *Guidelines* iteration, which will include updates to the current content as well as new topical exploration.

The foundation of the report and the recommendations therein are based on a combination of research, experience, and knowledge accumulated over the past three years by the members of the AVWG. Because the technology is rapidly evolving, the AVWG will continue to learn and share knowledge. To keep the *Guidelines* relevant and helpful, the AVWG will update this report periodically to address motor vehicle administration and law enforcement concerns related to HAV testing and deployment. □

Download the full *Jurisdictional Guidelines for the Safe Testing and Deployment of Highly Automated Vehicles* at www.aamva.org/best-practices-and-model-legislation.

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IACP Net: Solutions to Make Law Enforcement Leaders' Jobs Easier

By *Truitt Johnson, Operations Manager, IACP Net, IACP*

Law enforcement leaders address pressing issues, threats, and challenges that can impact their departments or communities daily. Sometimes though, the answers they need are not always clear. When leaders need answers about policy and best practices, where can they turn?

Since 1991, IACP Net has worked side-by-side with the International Association of Chiefs of Police on the shared goal of providing world-class information and resources. While many believed that IACP Net and the IACP were one and the same, they were actually two separate entities working closely to realize their mutual goal.

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Valuable Resources

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Policies e-Library: Writing effective, up-to-date policies is a top priority for law enforcement agencies. IACP members are familiar with the Model Policies from the IACP Law Enforcement Policy Center, which cover some of the most crucial issues facing law enforcement administrators. IACP Net's Policies e-Library builds on those policies, housing over 25,000 policy samples from member departments, with more than 10,000 from CALEA- and state-accredited agencies.

IACP Net's Policies e-Library was developed to enhance IACP's model policy resources. Customers can search for in-practice policies by topic, filtering results by agency size, date the policy was written, and state, which benefits departments seeking policies that are tailored specifically to their department size and compliant with their state laws.

For example, on a topic such as use of force, policies can be filtered not only by agency size, but also by a particular type of force within the topic of force, for instance, use of chemical force. If an agency is going through CALEA accreditation, the search can be easily narrowed to polices from accredited departments.

The Policies e-Library is the first resource that Chief Kevin Liles uses when developing policies for the University of South Carolina Aiken Police Department:

I don't believe in reinventing the wheel and can easily refer to the approaches that other agencies have found to be "best practice" and of a high caliber.¹

Main e-Library: Within the Main e-Library, users can locate best practices, training materials, forms, ordinances, videos, and more from hundreds of sources worldwide. Customers also have access to current and back issues of a variety of periodicals including *The Police Chief*, *AELE Monthly Law Journal*, *FBI Law Enforcement Bulletin*, *Forensic Magazine*, and *Sheriff & Deputy*, helping subscribers stay on top of current trends in policing. All information is vetted before being added to the library.



Chief Jeffrey Beahen of the Rogers, Minnesota, Police Department shares his experience with the site:

IACP Net provides the information and resources for an agency like Rogers to quickly obtain relevant, timely data which can then be used to resolve new problems, challenges associated with growth and changing demographics and crime trends.²

Networking Tool: Quest-Response connects members to thousands of other law enforcement leaders by giving them a secure forum to post and respond to questions. IACP Net is exclusive to law enforcement professionals, with a command staff focus, so questions reach thousands of forward-thinking leaders instantly. A peer has most likely worked on a similar project and can share his or her experience to help with a project. Law enforcement leaders can share their own expertise and forge lasting relationships with colleagues.

One-Stop Shop: In addition to the extensive e-Libraries and powerful networking service, IACP Net has many other tools to help command staff.

The Funding section lists grants available, along with no-cost and low-cost opportunities for training and educational materials to help stretch tight budgets.

Training, conferences, and other upcoming events are listed in the Events & Training section. Dozens of listings are available for both online and in-person no-cost training opportunities.

IACP Net also features a powerful Internet search engine that zeroes in on law enforcement websites. Select Site provides accurate searching of thousands of handpicked sites to help law enforcement users find the information they need.

IACP Net assists law enforcement leaders in making informed, data-driven decisions through intuitive online resources, tools, and e-libraries.

Customer Service

IACP Net is known for providing excellent customer service. Account managers will walk new users through the sign-up process and make sure they are well trained on the IACP Net site.

Once an agency has signed up, we encourage subscribers to participate in a free walkthrough of the site. An account manager will provide tips, tricks, and a clear understanding of IACP Net's service areas and how users and their agency will benefit from their site's resources and services.

When a user calls the hotline for assistance with searching for a new topic, an account manager will guide users to the relevant information, or, if time is short, the account manager can even research the topic and email the information to the user.

Account manager Brittney Christman enjoys assisting law enforcement with IACP Net:

*We've heard from subscribers that they like the personal touch the IACP Net customer service team provides. Within my three years of working with the company I have developed great relationships with users. I've enjoyed having the opportunity to learn more about each department and their specific need and help them each step of the way.*³

IACP Net assists law enforcement leaders in making informed, data-driven decisions through intuitive online resources, tools, and e-libraries. Make IACP Net your resource partner today! □

To get started with IACP Net, fill out a service order located at www.commandanswers.com/join or call 800.227.9640 for assistance.


Notes:

¹Kevin Liles (chief of police, University of South Carolina Aiken Police Department), May 24, 2017, <http://www.commandanswers.com/chief-kevin-liles-university-south-carolina-aiken-police-department>.

²Jeffrey Beahen (chief, Rogers, Minnesota, Police Department), June 14, 2016, <http://www.commandanswers.com/chief-jeffrey-beahen-rogers-minnesota-police-department>.


³Brittney Christman (account manager, IACP Net), interview, May 23, 2018.

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