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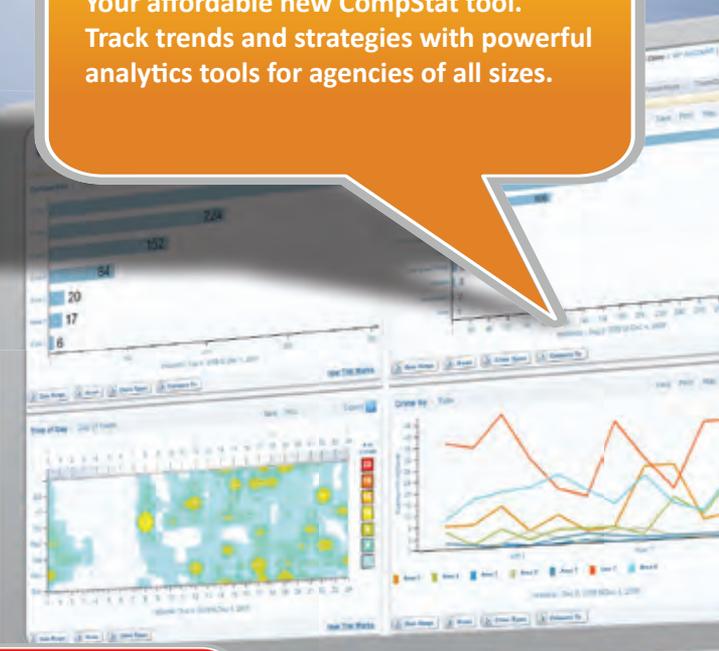
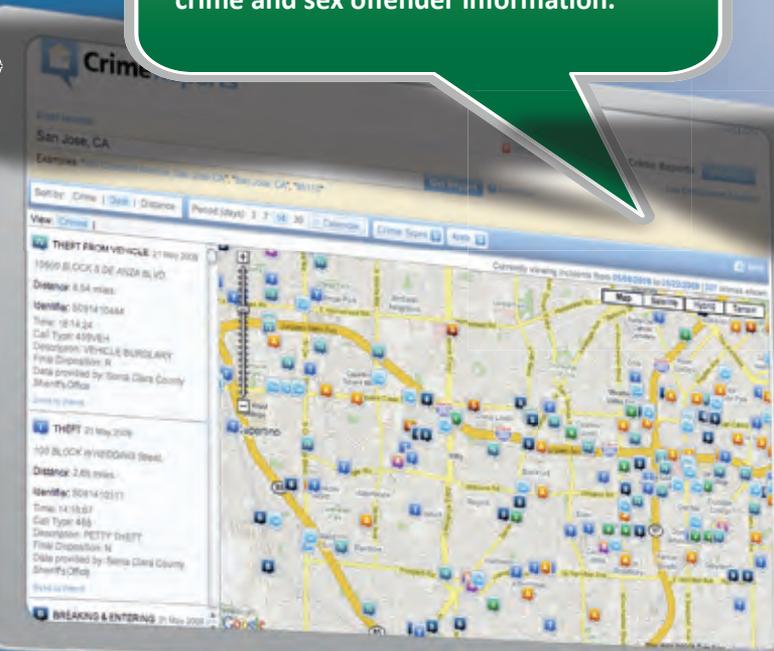
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Following a series of meetings, conversations, and discussions between Vice President Joseph R. Biden and IACP President Michael J. Carroll, Vice President Biden agreed to provide *Police Chief* magazine with his views on some of the critical questions currently confronting law enforcement executives. IACP's questions and the Vice President's responses follow on pages 18 – 19 in this issue.

# The **PoliceChief**

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## Information Sharing Is Key to Fighting Terrorism

Over the last nine years, we have witnessed terrorist attacks throughout the world. In places like Madrid, Morocco, Saudi Arabia, Iraq, Indonesia, Northern Ireland, Russia, the Philippines, Israel, and India, innocent civilians have been slaughtered in mass casualty attacks. These attacks were perpetrated by a variety of terrorist organizations, operating in multiple countries, using a broad array of tactics, and motivated by vastly different causes. These attacks have clearly demonstrated that terrorism is a problem that is not limited to one culture, one country, or even one region of the world.

At the same time, the hard work and dedication of law enforcement and security officials throughout the world has resulted in the detection, disruption, and apprehension of numerous terrorists before they could strike. Each one of these arrests undoubtedly saved lives and made our communities safer.

These attacks, and attempted attacks, have also driven home a critical message to the world's law enforcement community: effectively combating terrorism poses a significant and difficult challenge for our profession, for although the primary mission of law enforcement agencies has always been to ensure public safety, the specter of international terrorism has dramatically and significantly changed the focus of law enforcement operations. Law enforcement is fighting a new battle and must move beyond its traditional method of operation. We must now make sure that our law enforcement agencies and officers are prepared to combat not only criminals but also terrorists.

The keys to success in this battle are cooperation, communication, and intelligence sharing. Protecting potential targets will not stop terrorism; it will only force the terrorists to find other, less-protected targets. Society cannot invest enough resources to protect everything, everywhere, at all times. No matter how hard we try to protect people, places, and events, there will always be soft targets available for terrorists to attack.

To put it simply, stopping terrorism has very little to do with controlling access or the thickness of our concrete barricades. Defeating terrorism requires going after terrorists and taking their

groups apart before they can strike. This can only be accomplished if law enforcement agencies throughout the world establish effective intelligence sharing and working relationships with one another. For far too long, efforts to combat crime and terrorism have been handicapped by jurisdictional squabbles and archaic rules that prevented us from forging cooperative working relationships with our counterparts around the globe. This must end.

IACP has been fully invested in information sharing. In March 2002, we hosted a summit on criminal intelligence sharing that was the precursor of the Criminal Intelligence Coordinating Council and the *National Intelligence Sharing Plan* introduced by the Department of Justice. We continued those efforts in 2007 with our *National Summit on Intelligence*. That report concluded that, although state, local, and tribal law enforcement agencies have made great strides in their ability to share intelligence, obstacles remained that prevented agencies from gaining the full benefits of intelligence sharing. The report

concluded that obstacles to full participation could result in alarming gaps in the intelligence that guides our homeland security and crime-fighting efforts.

In July 2009, IACP, along with our partners in the information-sharing arena, convened a strategic-planning session focused on enhancing law enforcement's intelligence capability in order to take a step beyond the foundational summit reports and recommendations to establish a meaningful action agenda for state, local, and tribal law enforcement with two distinct ends:

- To enhance law enforcement's engagement in information sharing
- To expand utilization of fusion centers

In addition, in January, the IACP released a report, prepared by the IACP Homeland Security Committee, called *Razing Expectations*. The report focuses on the value that fusion centers bring to law enforcement agencies at all levels of government and the vital role that they can play in not only thwarting terrorism but in fighting traditional acts of crime and violence. In setting forth a strategic vision for fusion centers, the report makes three critical recommendations. Fusion centers should do the following:

- Act as principal intelligence enterprise nodes to network states to each other and act to network state, local, and tribal law enforcement; homeland security; and public safety entities to each other and the federal government
- Harness and apply the collective knowledge of their constituents to address issues related to threat and risk
- Assume the leading role in information-sharing initiatives related to law enforcement, homeland security, and public safety issues

It is clear through these efforts that IACP remains committed to ensuring that law enforcement agencies throughout the United States and the world have the ability to identify, analyze, and, most importantly, share critical criminal and terrorism-related information. Only by fully embracing the need for information sharing can we overcome the barriers that have hindered our past efforts and ensure that our agencies and our officers have the information they need to protect our citizens from harm. ❖



**Michael J. Carroll, Chief of Police,  
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## IACP-Supported Webb Commission Bill Clears Judiciary Committee

By Meredith Mays, Legislative Representative, IACP

In mid-January, S. 714, the National Criminal Justice Commission Act, which is strongly supported by the IACP, was approved by the Senate Committee on the Judiciary. Once enacted, the legislation, sponsored by Senator Jim Webb (D-VA) will allow for a long overdue comprehensive examination and report on the state of law enforcement and criminal justice in the United States.

For more than 20 years, the IACP has advocated for the creation of a commission that would follow in the footsteps of the 1965 Presidential Commission on Law Enforcement and the Administration of Justice. The IACP believes that the work of that commission and the 200 recommendations it produced marked the beginning of a sea change in the methods for dealing with crime and the public and built the framework for many of the highly effective law enforcement and public safety initiatives that have been in place for the last 40 years.

IACP president Michael J. Carroll sent a letter to Senator Webb announcing IACP's support. In the letter, President Carroll wrote, "the commission that will be established by S. 714 embraces the same mission as the 1965 Commission. As clearly set forth in the legislation the commission is tasked with conducting a comprehensive examination of all aspects of the criminal justice system including the prevention of crime, law enforcement, corrections and offender re-entry."

In conducting this critical review the commission will have the opportunity to examine

and develop recommendations addressing the broad range of new and emerging challenges that confront law enforcement today, from cyber-crime to non-traditional organized crime and from violent street gangs to homeland security. In addition, the commission will also be reviewing the impact, difficulties, and opportunities that are presented to the criminal justice community by technological innovations.

It is for these reasons that the IACP believes it is imperative that S.714 be approved in a timely fashion. For far too long the U.S. law enforcement and criminal justice system has lacked a strategic plan that will guide an integrated public safety and homeland security effort in the years ahead.

S. 714 is expected to be considered by the full Senate in the coming weeks.

### Stay Connected with the IACP

The IACP has recently launched several new social media outlets to help members stay connected. The association has historically engaged in a variety of media in order to communicate relevant news to our membership, and these new elements represent the next step in that process.

This fall the IACP's legislative newsletter changed its format to become the *Capitol Report Update*, available on IACP's Web site ([www.theiacp.org/legislativeaction](http://www.theiacp.org/legislativeaction)). The *Capitol Report Update* features up-to-date news items from around Washington, D.C.

Another new and exciting endeavor is the launch of the IACP Podcast Series. Podcasts are posted on the IACP's Web site ([www.theiacp.org](http://www.theiacp.org)) and cover topics such as internal affairs, SafeShield, and annual conference details.

To receive an alert when these or other elements of the IACP Web site are updated, subscribe to IACP's RSS feed ([www.theiacp.org/rssfeed.aspx?p=2](http://www.theiacp.org/rssfeed.aspx?p=2)).

The IACP also launched an official IACP Facebook page, which will help members stay connected with each other. To find IACP on Facebook search for "The International Association of Chiefs of Police."

Finally, you can now follow the IACP on Twitter. IACP Twitter followers can get real-time, up-to-date information on IACP legislative alerts, news, publications, and events. Search for "IACPOfficial."

### Day on the Hill

The IACP's biennial Day on the Hill has been scheduled for Tuesday, March 9, in conjunction with the midyear meetings of both the Division of State and Provincial Police and the Division of State Associations of Chiefs of Police. On this day, IACP members will have an opportunity to meet with their elected officials on issues important to the law enforcement community.

To register, and for more information, please visit the IACP's Web site at [www.theiacp.org/legislativeaction/dayonthehill](http://www.theiacp.org/legislativeaction/dayonthehill).

For more information, please contact Meredith Mays at [mays@theiacp.org](mailto:mays@theiacp.org). ♦



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### **MARCH 2010 COURSES**

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## Starting a Police Foundation—Lessons Learned

The Foundation column will host a series of guest authors for several articles covering topics related to establishing and running police foundations.

*By Dennis Butler, Chief of Police, Ottawa Police Department, Ottawa, Kansas, and Pamela D. Delaney, President, New York City Police Foundation, New York*

Having a local police foundation support a department's efforts has developed into a practical opportunity for all departments. In the past, many chief executives felt that a police foundation was only for big cities like Los Angeles and Atlanta.

While the first police foundation was formed in 1971 to furnish funds, equipment, services, and other resources to the New York City Police Department, communities of all sizes have been successful: Los Gatos, California, with 64 officers; Amherst, New York, with 154 officers, and Ottawa, Kansas, with 26 sworn officers are looking to their foundations to provide valuable assistance.

These municipalities prove that communities everywhere can successfully establish and benefit from a foundation. The Ottawa, Kansas, Police Foundation illustrates the steps one chief followed to achieve his goal.

### The Building Block

Over the years, the Ottawa Police Department has enjoyed an incredible level of community support. The most impressive community outreach program is the depart-

ment's summer D.A.R.E. camp that has operated continuously for 25 years. Funding for purchasing supplies and paying fees is provided through a combination of public and private support with private donations sent directly to the police department and deposited into a checking account.

Although the checking account is audited each year as part of the citywide audit, a better arrangement for handling the funds was needed. Police chiefs and their agencies must guard against the perception of any possible impropriety. A priority was making the donation process and management of these funds as transparent as possible.

In addressing the best method for making this change, the concept of establishing a police foundation was put forward. Police foundations are able to accept public contributions designated for police department projects. If properly structured, the foundation can be a not-for-profit organization, and the public donations can be tax deductible. The transparency offered by foundations in financial management and the tax break for the donor make a foundation a win-win situation for everyone.

### Obtain Stakeholders Buy-In

Establishing a foundation involves several steps. Most critical is discussing the concept with the city manager or mayor, depending on the form of government. Ensuring elected official support before

### IACP Police Foundations Section

The IACP has created a Police Foundations Section to promote networking and the exchange of ideas and best practices among police executives and police foundation professionals.

The section's objectives are to do the following:

- Conduct regular professional activities, conferences, and meetings to encourage networking among police foundation professionals, law enforcement executives, and business leaders
- Provide a trusted source of information on establishing and developing ethics and operations for police foundations
- Provide timely and relevant research of common interest
- Provide a basis for discussions on establishing standards and best practices for police foundations

The October 2009, IACP Police Foundations Section meeting in Denver, Colorado, offered several panels, presentations, and discussions on issues relevant to police foundations. Over 60 law enforcement agencies, police foundations, and other organizations were represented.

expending too much effort on an idea that may not gain traction is important.

Once this support is received, governing bodies should be briefed in order to receive their endorsements. This sounds fairly easy, but there may be places where not all of the public officials are willing to support a police foundation. More-



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over, don't forget to inform your own employees of these plans as well so they understand and embrace the concept.

### The Right Board

Identifying the right persons to serve as foundation board members is crucial. Board members need to be well respected in the community, known for their charitable and philanthropic work, willing to contribute their time and resources, and able to make contacts and convince others to get involved. Name recognition is essential, since the community must be able to recognize the board members' names, the companies they own, or where they are employed. If the right people are chosen for board positions, the foundation will have the advantage of instant credibility within the broader community.

### The Right Mission

Any police foundation must begin with a clear mission, a commitment to transparent governance, and strong values. Steps taken in these early stages will have a profound impact on the foundation's long-term health.

With the help of a local attorney, the Ottawa Police Foundation was incorporated in the state of Kansas in May 2009. Existing D.A.R.E. funds were transferred to the foundation, and the old checking account was closed. The board identified new program activities and launched a Web site, [www.ottawapolicefoundation.org](http://www.ottawapolicefoundation.org). The foundation held its first formal fund-raiser in December 2009. Donor gifts have already increased. The stakeholders are optimistic that the foundation will strengthen the department's ties to the community, enhance its ability to provide quality services, and improve its ability to pursue advanced technology and training.

### Lessons Learned

The experience in Ottawa illustrates the key points in determining if a foundation is right for a community.

1. Decide how a police foundation can be adapted to meet needs, whether the community or department is large or small.
2. Identify the need as the first step in crafting a clear and compelling mission statement. The mission in turn helps to win the support of political and community leaders.
3. Research existing models to understand what works where and why and set realistic goals.
4. Assess community resources for sources of support. Ottawa's existing strong community-police relations was an asset.
5. Seek the endorsements of the political leadership starting with the mayor or city manager.
6. Find a respected business, social, or philanthropic leader to drive the search for a strong board.
7. Select an attorney who knows non-profit governance for guidance through the legal steps.

### Resources

Articles and information on the role and responsibilities of non-profit boards can be accessed at [www.boardsource.org](http://www.boardsource.org). Financial information about specific foundations and nonprofits is available at [www.guidestar.org](http://www.guidestar.org). To learn about the Better Business Bureau's Wise Giving Alliance Standards for Charity Accountability, go to [www.give.org](http://www.give.org). Most police foundations have their own Web sites. Information on city police foundations can be found at New York, [www.nycpolicefoundation.org](http://www.nycpolicefoundation.org); Los Angeles, <http://www.lapolicefoundation.org>; Atlanta, <http://www.atlantapolicefoundation.org>; and Washington, D.C., [www.dcpolicefoundation.org](http://www.dcpolicefoundation.org). ♦

*The IACP Foundation is a not-for-profit 501(c)3 organization established to solicit, receive, administer, and expend funds for law enforcement related-charitable and educational purposes. Donations may be tax deductible, please check with your personal tax advisor. Federal Tax ID #54-1576762.*

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## Bryan v. McPherson—A New Standard for the Use of Electronic Control Devices?

*Michael Brave, President of LAAW International, Incorporated, Scottsdale, Arizona; and Mildred K. O'Linn, Manning & Marder, Kass, Ellrod, Ramirez, Los Angeles, California*

In December 2009 the United States Court of Appeals for the Ninth Circuit decided *Bryan v. McPherson*<sup>1</sup> decision that has inappropriately led some people to believe that the law regarding the use of electronic control devices (ECDs) has dramatically changed. Whether or not this is true in Ninth Circuit states<sup>2</sup> or other states, remains to be seen.<sup>3</sup> However, law enforcement must be familiar with the case as the court ruled that in order to lawfully deploy an ECD “the objective facts must indicate that the suspect poses an immediate threat to the officer or a member of the public.”<sup>4</sup>

The case was decided based on a motion for summary judgment, thus the court was required to use a “perceptual lens” that presumes that the plaintiff’s facts are true. According to the plaintiff, Bryan, Officer McPherson stopped him for a seat belt violation. Upon being stopped, Bryan, who was 21 years old, did not respond to the officer’s questions, hit the steering wheel, and yelled expletives at himself. Although Officer McPherson ordered him to stay in the car, he claimed that he did not hear that order and got out. Standing outside the car, Bryan, angry at himself, dressed only in boxer shorts and tennis shoes, was agitated, was yelling gibberish, and was hitting his thighs.

Bryan was standing 20 to 25 feet from the officer, was not attempting to flee, and did not take any step toward the officer. While Bryan was facing away from the officer, the officer, without warning, fired a Taser X26 ECD at Bryan, hitting and immobilizing him and causing him to fall face first to the pavement, fracturing four teeth and causing facial contu-

sions. One ECD probe in Bryan’s arm required surgical removal in the emergency room.

The court ruled that Officer McPherson’s use of the ECD under these circumstances was not a reasonable use of force under *Graham v. Connor*.<sup>5</sup> The court followed the familiar Fourth Amendment constitutional standard, as clarified by *Chew v. Gates*,<sup>6</sup> in determining whether an officer’s use of force in seizing a person is excessive and evaluated the government’s interest in the use of force by examining the core factors: (1) whether the suspect poses an immediate threat to the safety of the officers or others; (2) whether the suspect is actively resisting arrest; (3) the severity of the crime at issue; and (4) whether the suspect is attempting to evade arrest by flight.

The court further considered the following additional force factors: (1) the plaintiff’s mental status and behaviors; (2) the officer’s failure to consider less-intrusive tactics and force alternatives; and (3) the officer’s failure to give a warning of impending force to attempt to gain volitional compliance. The court also made a distinction between passive and active resistance in excessive force cases and distinguished the facts in the 11th Circuit opinion in *Draper v. Reynolds*,<sup>7</sup> which held that a Taser ECD was not excessive force when used during the traffic arrest of an aggressive, argumentative individual.

The court concluded that Bryan did not objectively or reasonably pose an immediate threat of harm to the officer, himself, or others, nor did he evade or resist at the time the ECD was used. More specifically, from the court’s perspective, interpreting the plaintiff’s facts, the court concluded that Bryan

- was stopped for a seat belt violation;
- was not a dangerous felon;
- was not a flight risk;
- did not offer resistance at all; and
- was not an immediate threat because he
  - was unarmed (wearing only boxer shorts and tennis shoes);
  - did not level a threat at the officer;
  - was standing 15 to 25 feet away from the officer and not advancing;

- was, at most, a disturbed and upset young man, not an immediately threatening one; and
- was not facing the officer when he was hit with the ECD in probe mode.

The court further concluded that the officer

- failed to warn Bryan that he would be shot with an ECD if he did not volitionally comply;
- did not consider what other tactics, if any, were available to effect the arrest; and
- failed to consider less-intrusive alternatives (for example, waiting for approaching backup).<sup>8</sup>

Based on these facts, the court found that the officer had used an “intermediate” level of force that was not objectively reasonable under the circumstances. The court stated:

*We recognize the important role controlled electric devices like the [Taser X26 ECD] can play in law enforcement. The ability to defuse a dangerous situation from a distance can obviate the need for more severe, or even deadly, force and thus can help protect police officers, bystanders, and suspects alike. We hold only that the X26 and similar devices constitute an intermediate, significant level of force that must be justified by ‘a strong government interest [that] compels the employment of such force.’ (emphasis added)<sup>9</sup>*

In applying prior Ninth Circuit case law, the court found that while the Taser X26 ECD is a “non-lethal” use of force, it is an “intermediate or medium, though not insignificant,” use of force due to the incapacitation and pain it causes and the risk of secondary injuries from falls. The court stated that “[t]he physiological effects, the high levels of pain, and foreseeable risk of physical injury lead us to conclude that the X26 and similar devices are a greater intrusion than other non-lethal methods of force we have confronted.”<sup>10</sup>

The officer asserted that the ECD use was justified because Bryan may have been mentally ill. The court stated that if that were true, the officer “should have made greater effort

to take control of the situation through less intrusive means.” The court explained that it has refused to create “two tracks of excessive force analysis, one for the mentally ill and one for serious criminals.” However, the court believes that “acting out” by “emotionally disturbed” individuals diminishes the level of force that is necessary and that such individuals are “in need of a doctor, not a jail cell” and that, “in the usual case – where such an individual is neither a threat to himself nor to anyone else—the government’s interest in deploying force to detain him is not as substantial as its interest in deploying that force to apprehend a dangerous criminal.”<sup>11</sup>

Therefore, in accordance with both pre-existing law and the *Bryan* decision, the use of intermediate force would be *least* justified for a nonviolent misdemeanor suspect who poses little or no threat of harm, resistance or evasion, such as the plaintiff in *Bryan*.<sup>12</sup>

As always, context is critical in determining the justification of force, and this case is no exception. Under the specific facts of *Bryan*, the use of an ECD at that juncture in the officer’s interaction with Bryan was found to be unjustified. Significantly, the court cited several established protocols regarding the use of ECDs that were not followed by the officer. For instance, in a situation where the suspect was not an immediate threat or attempting to flee, the court strongly considered the officer’s failure to give a preemptive warning to Bryan to gain volitional compliance, along with the failure to attempt to use less-intrusive means to engage compliance in determining that the immediate jump to using the ECD was not justified. The decision in *Bryan* is in line with existing training protocols and established law regarding the proper use of ECDs.

Ultimately, *Bryan* serves as a significant and important reminder of multiple points. First, ECDs cause pain and are not risk free, and officers need to consider the pain element and the risk of secondary injuries from incapacitation and falls in determining when and how to deploy an ECD. Second, ECDs are an “inter-

mediate or medium, though not insignificant” use of force and every trigger pull must be justified as a separate use of force. Third, as in any Fourth Amendment force analysis, an officer must consider the totality of the circumstances, including whether the suspect poses an immediate threat to the safety of the officers or others; whether he is actively resisting arrest; whether the circumstances are tense, uncertain, and rapidly evolving; the severity of the crime at issue; and whether he is attempting to evade seizure by flight. Fourth, especially when a suspect is not an immediate threat or a flight risk, when officers are attempting to use force to gain compliance, officers need to warn of the impending use of an ECD, assess whether their warnings are clearly heard and understood, and give a reasonable time for volitional compliance. Fifth, there should be regularly scheduled, refresher or remedial training for officers using ECDs. Officers should be reminded to engage suspects in a manner consistent with their department’s force protocols, including the consideration of less than intermediate uses of force where appropriate.

*This column is written by members of the Legal Officers Section. Readers are strongly encouraged to read, analyze, and understand the cases cited herein, and confer with their legal advisors. This synopsis does not constitute legal advice or the practice of law and does not address every aspect of the Bryan case. ♦*

#### Notes:

<sup>1</sup>*Bryan v. McPherson*, \_\_\_ F.3d \_\_\_, 2009 WL 5064477 (9th Cir. 2009).

<sup>2</sup>The Ninth Circuit U.S. Court of Appeals includes within its jurisdiction Alaska, Arizona, California, the Island of Guam, Hawaii, Idaho, Montana, Nevada, Oregon, and Washington.

<sup>3</sup>On January 12, 2010, the Ninth Circuit Court of Appeals decided *Mattos v. Agarano*, \_\_\_ F.3d \_\_\_, 2010 WL 92478 (9th Cir. 2010) in which it ruled that the use of an ECD on the interfering spouse (not the intoxicated suspect) under circumstances where officers responded to a domestic violence call,

were in close quarters confronted by an intoxicated suspect whose spouse was interfering with the arrest, including by touching the officer was *not* a constitutional violation, even though “the Taser stun gun [is] a serious intrusion in to the core interests protected by the Fourth Amendment...” This court distinguished these facts from those presented in *Bryan* and demonstrates that these cases remain highly fact-specific.

<sup>4</sup>*Bryan*, 2009 WL 5064477 at \*4.

<sup>5</sup>*Graham v. Connor*, 490 U.S. 386 (1989).

<sup>6</sup>*Chew v. Gates*, 27 F.3d 1432, 1440 (9th Cir.1994).

<sup>7</sup>*Draper v. Reynolds*, 278 Ga. App. 401, 629 S.E.2d 476 (Ga. App. March 23, 2006), *cert. denied* (September 8, 2006).

<sup>8</sup>Compare *Buckley v. Haddock*, 292 Fed. Appx. 791 (11th Cir. 2008). Use of an ECD against a non-compliant suspect was reasonable because (1) the incident occurred at night on the side of a highway with considerable passing traffic; (2) the deputy could not complete the arrest because the suspect was resisting; and (3) the deputy resorted to the use of the Taser only after trying to persuade the suspect to comply, repeatedly warning him that an ECD would be deployed, and giving him time to comply.

<sup>9</sup>*Bryan*, 2009 WL 5064477.

<sup>10</sup>“The X26 thus intrudes upon the victim’s physiological functions and physical integrity in a way that other non-lethal uses of force do not. While pepper spray causes an intense pain and acts upon the target’s physiology, the effects of the X26 are not limited to the target’s eyes or respiratory system. Unlike the police ‘nonchakus’ we evaluated in *Forrester v. City of San Diego*, 25 F.3d 804 (9th Cir.1994), the pain delivered by the X26 is far more intense and is not localized, external, gradual, or within the victim’s control. In light of these facts, we agree with the Fourth and Eighth Circuits’ characterization of a taser shot as a ‘painful and frightening blow.’ We therefore conclude that tasers like the X26 constitute an ‘intermediate or medium, though not insignificant, quantum of force.’” (internal citations omitted)

<sup>11</sup>*Bryan*, 2009 WL 5064477 at \*10–11.

<sup>12</sup>See also *Landis v. Baker*, 297 Fed. Appx. 453 (6th Cir. 2008) (unconstitutional to use ECD against a person not resisting, not threatening anyone’s safety, or not attempting to evade arrest by flight).

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and benefit from — some of the cutting-edge technologies being implemented  
by law enforcement colleagues around the world.*



## Hospitals Prepare for Second H1N1 Wave with Western Shelter Systems GateKeeper Portable Triage/Treatment Facilities

As the first wave of H1N1 flu recedes across the United States, hospital emergency preparedness managers are reviewing their lessons learned in preparation for what many believe will be an even larger assault on their hospitals.

Providence Health Systems in the Pacific Northwest is expanding its very successful surge capacity plan to its smaller outlying facilities. Providence deployed the GateKeeper alternative care facilities just outside the hospitals' Emergency Departments (ED) to protect the hospital and staff from exposure while still providing appropriate care to the community.

"The decision to deploy the surge shelters at the hospitals was based on a trend of ED wait time, the ED's ability to separate Influenza Like Illness (ILI) patients from normal patients, and a high pre-divert status," said Al Rhodes, emergency preparedness manager, Providence Health and Services System – Portland Service Area.

"Staffed with our personnel that had already received the H1N1 vaccine, the shelters were stocked and ready should our ED's become overwhelmed," Rhodes said. "This planning strategy was used at four of the Providence facilities in Oregon."

"The Incident Command opened up the surge shelters when the ED had more than 25 ILI patients in the waiting room in addition to patients with other concerns and injuries. Within four hours of opening the surge shelter for triage and treatment of ILI patients, leaving the ED to treat all others, the waiting room had been cleared of all patients. The surge shelter was restocked and closed, ready for another surge."

The GateKeeper alternative care facilities from Western Shelter Systems were initially purchased with federal grant funds. The costs of deployment and use are being borne by the hos-

pitals; and are being tracked for reimbursement under Presidential Declaration guidelines.

For more information, circle no. 59 on the Reader Service Card, or enter the number at [www.theiacp.org/freeinfo](http://www.theiacp.org/freeinfo).

## Proper Acoustics Solved Outdoor Firing Range Noise Problem

The Monmouth County Police Academy outdoor firing range has been in operation since 1967. When the range was originally built, and they were firing mostly handguns, there was no concern about noise issues.

In 1997, a steel bullet-catcher, timber backstop, and containment sidewalls replaced the old 40-foot berms (due to lead contamination). The result: a high-reverb echo. One problem was solved (contamination), and a new one arose: noise.

Complaints started pouring in from neighbors that the noise had become disruptive to their quality of life. John G. McCormack, director of the Monmouth County Police Academy explained that, "Since 9/11 there has been more mandated training and firing of weapons . . . almost all of the police departments in Monmouth County use this range, in addition to federal agencies." All these components—increased facility use, larger and more powerful weapons being fired, along with the change in construction of the range have contributed to the problem.

As a result of the complaints, Monmouth County hired an independent acoustic firm, Metropolitan Acoustics, to analyze the situation in order to develop a baseline to move forward to correct the problem. Their studies showed that local noise ordinance levels were in excess, and needed to be reduced by 3dBA.

Due to the noise problem, the firing range's hours of operation have been reduced from 8 a.m. to 10 p.m. down to 9 a.m. to 6 p.m., with a complete cease fire on Saturdays, in order to accommodate the residents. One of the mandates of the state Attorney General's Office and the Monmouth County Prosecutor's Office is night firing. Officials are still trying to figure out how to meet this requirement at present.

To address the issue and correct the problem, a competitive bidding process awarded Troy Acoustics Corporation of Santa Clarita, California, a contract to supply the new acoustics materials. Interact Business Group wrote the strategic plan.

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## Centurion Technologies' Smart Shield Resource Suite to Manage, Protect, and Preserve Desktop Environments for Closter Borough, New Jersey, Police Department.

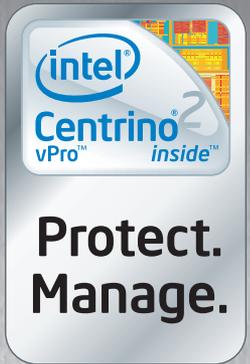
Centurion Technologies announces the Smart Shield protection and network management software. The Closter Police Department in New Jersey uses this technology. Closter is a full-service law enforcement agency. In addition to policing duties, the department operates the Interborough Radio Network, which is a regional dispatch center for the Northern Valley, responsible for the dispatch of police, fire, and emergency medical services for the New Jersey municipalities of Alpine, Closter, Haworth, Harrington Park, Norwood, Northvale, and Rockleigh. The Interborough Radio Network also handles all 9-1-1 calls for the aforementioned communities, as well as the Palisades Interstate Parkway.

Sergeant Alphonso Young Jr. assigned to IT services is Closter's lead IT manager, responsible for making sure all the department's workstations stay up and running with minimal technical support. "Over the years, we have experienced numerous issues with our workstations being contaminated with spyware and malware. Also, users would make unauthorized changes to computers resulting in the failure of various workstations, requiring the affected computers to be rebuilt," Young said. Consequently, Sergeant Young decided to seek a solution to these problems with three primary objectives in mind: protect department computers from user error and tampering, eliminate the negative effects of spyware and malware, and decrease the amount of work required to resolve Closter's workstation issues.

"After we purchased Centurion's software, I was able to secure all of our workstations and tablets. We also purchased the Control Center, which gave us the ability to control these workstations from a centralized location . . . we are able to upgrade and register the software through the centralized location, rather than having to work at each computer," stated Sergeant Young. ♦

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## **Critical Incident Management for the First Responder**

During these turbulent times, businesses, law enforcement agencies, and all levels of government will face more critical incidents and crises than ever in the past. Law enforcement leaders understand that there are certain responsibilities and tasks that are common to every crisis situation. Through effective training and proper preparation in response to a crisis, there is a higher probability of a professional and peaceful resolution. This course will provide an in-depth view of these crisis situations that are prevalent in our violent society. This course will introduce police officers to the current issues of managing critical incidents from a first responder prospective. It will focus on those activities necessary to stabilize life and protect property. It will provide an understanding of commanding high-risk incidents, pre-incident planning, and critical incident stress reactions.

## **Confidential Informants Acquisition & Management**

The use of confidential informants is an essential force-multiplier in law enforcement investigations. This program will teach Intelligence Community 'best practices' for spotting, assessing, recruiting, developing, and effectively managing these often challenging, but essential human resources. Taught by former CIA operations officers and senior law enforcement officials, this 2-day course is designed for front-line law enforcement officers, investigators, detectives, and supervisors working to further develop their skills in confidential informant targeting, acquisition, secure handling, vetting, and validation, as well as how to maintain control of the source relationship. Investigators will learn critical elicitation skills, source motivation profiles, and professional documentation and indexing practices. Instruction will also cover the new Florida regulations stemming from "Rachel's Law" and how this legislation will impact the use of Confidential Informants in the future. This program can both reduce exposure to departmental liability and maximize current asset forfeiture laws using confidential informants to build white-collar and other criminal cases. Properly recruited and managed, confidential informants can identify money laundering and other cash intensive crimes and help substantiate the burdens of proof required under the Civil Asset Forfeiture Reform Act of 2000.

## **Rapid Deployment to High Risk Incidents**

Designed for patrol officers, supervisors, and commanders, this course addresses the Rapid Deployment System, which prepares field officers to respond to ongoing, violent situations and take steps to ensure that resolution options with the highest probability of positive outcome are initiated fast and efficiently. The course covers critical situation problem solving, including tactical considerations for active shooters and loss of innocent life scenarios. The Rapid Deployment System supplies a standard response to first-arriving officers for situations where critical events are unfolding, before the special weapons team arrives. Actual incidents and scenario-based tabletop exercises are reviewed and used to demonstrate the applicability of the Rapid Deployment System.

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### **Confidential Informants Acquisition & Management**

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### **Critical Incident Management for First Responders**

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Nanticoke, Pennsylvania – March 9-10, 2010  
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Irvine, California – April 6-7, 2010  
New Brighton, Minnesota – April 19-20, 2010  
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Arlington, Texas – March 1-15, 2010

### **Tactical Patrol Officer**

Nanticoke, Pennsylvania – May 10-14, 2010

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Fargo, North Dakota – March 1-5, 2010

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# Questions and Answers

**with Joseph R. Biden Jr.  
Vice President of the  
United States**

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*Following a series of meetings, conversations, and discussions between Vice President Joseph R. Biden and IACP President Michael J. Carroll, Vice President Biden agreed to provide Police Chief magazine with his views on some of the critical questions currently confronting law enforcement executives. IACP's questions and the Vice President's responses follow.*

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► **What do you view as the most significant challenge facing American law enforcement, and what is the administration doing to address it?**

I know what kind of budget constraints you're facing out there and that worries me, frankly. I think that's probably your number one challenge, and I'll tell you why. State budgets have been hard hit by the downturn, and law enforcement agencies have had to make some tough decisions. Decisions that you guys shouldn't have to make. But, you've done a great job with the cards that you were dealt. You've adjusted, and I'm proud of the work that you've done out there—even without all of the resources.

I understand that when a chief has to cut his or her department's budget, it's going to have a significant impact. That's why this administration has made restoring the

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*Left to right: Joseph R. Biden Jr., Vice President of the United States; and Michael J. Carroll, IACP president, chief of police, West Goshen Township Police Department, Pennsylvania. Photograph taken during a meeting in the Vice President's office January 5, 2010. Photograph by Michael Fergus, IACP Staff.*

hiring program at the COPS Office<sup>1</sup> a priority in order to help departments bring back officers that were laid off, avoid layoffs, and hire more cops. We awarded \$1 billion as a part of the Recovery Act<sup>2</sup> to hire 4,699 officers in 1,046 police departments.<sup>3</sup> Through the Recovery Act, we awarded a total of \$2,466,733,273 dollars through the JAG program<sup>4</sup> and \$154,653,648 in Byrne grants.<sup>5</sup> But, there's still a lot of demand out there and lots more to be done.

We're not stopping with the Recovery Act. Our goal is to put another 50,000 cops on the street. You guys have seen years of neglect. But you have my word that we are going to turn this around. I'm committed to restoring the partnership between the federal government and state and local law enforcement.

► **How do you define community policing and is this still a critical piece of the COPS program?**

I see it this way—community policing moves officers from a reactive to more of a proactive role. Community police officers should be trying to address the root causes of criminal and disorderly behavior, rather than simply responding to crimes once they have been committed. They forge relationships between law enforcement and the community.

In addition to hiring officers, the COPS Office has been serving as a clearinghouse for evidence-based practices for community policing. We know that this model works, and that's part of the reason that we chose Chief Bernard (Barney) Melekian to lead the COPS Office. He did a great job in Pasadena, California. And he managed to decrease violent crime while adopting the community-policing model. He'll be a great asset to the COPS Office and to community-policing efforts in general.

► **You started the COPS program in 1995. Since then, 122,979 cops have been hired or retained through federal funding. What do you see as the greatest accomplishment of the COPS office—aside from the pure numbers of new cops on the street?**

The number of officers on the street is quite an accomplishment in and of itself—and I don't think it is a coincidence that crime rates have decreased. We have plenty of evidence that this works. There was a 2006 study by economists at Yale and Georgetown Universities, a 2005 study from the University of Maryland, a 2005 GAO Report, and another Yale Study in 2004. There was also a Brookings study which indicated that the COPS program was the single most cost-effective law enforcement program out there. All those people concluded that the COPS program is effective

and has led to reductions in crime at the local level. They say that the declines in crimes attributable to COPS spending accounted for 10 percent of the total drop in crime from 1993 to 1998. I'm also proud of the community-policing efforts that are being undertaken across the country as a result of the COPS program.

► **What do you see as the federal government's role in local law enforcement?**

We need to give you the tools that you need to do your job—plain and simple. Whether it's more cops on the beat, bulletproof vests, high-tech equipment, or the retention of officers. If you don't have what you need, then everyone loses. It concerns me that some people in federal government don't get why it's important that we play a

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*Vice President Joe Biden is the 47th Vice President of the United States. Prior to being sworn in as the Vice President in January 2009, Biden served as a U.S. Senator from Delaware for 36 years. As senator, Biden served as Chair or Ranking Member of the Senate Judiciary Committee for 17 years, widely recognized for his work on criminal justice issues including the 1994 Crime Bill and the Violence Against Women Act.*

**For more information about Vice President Joe Biden, visit the White House Web site at: [www.whitehouse.gov/administration/vice-president-biden](http://www.whitehouse.gov/administration/vice-president-biden).**

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role in helping local law enforcement. But to me, there's nothing more important to me than helping you. And complete cooperation between federal and local law enforcement is essential.

► **During the election last year, the President told IACP members that he supported the Association's proposal to create a national crime commission. Does the Administration support similar efforts by Senator Webb?**

I've got to hand it to Senator Webb for trying a new approach.<sup>6</sup> The prison populations are exploding and recidivism rates are through the roof. This is a real public safety issue we're dealing with, and identifying helpful solutions would be a great start. But, what we don't want are more unfunded mandates. And people need to recognize that crime rates are down because you guys have been out there day in and day out. This needs to just be about finding ways to make things better.

► **Public forensic laboratories have continuously struggled to hire sufficient numbers of forensic scientists and technicians, as well as purchasing updated analytical equipment to meet the increasing demands of state, local, and tribal law enforcement. How do you see the federal government assisting these forensic centers in handling evidence demands and backlogs?**

I'm especially concerned about rape-kit backlogs. In 2004, I led the passage of the Debbie Smith Act<sup>7</sup> to help address the problem of backlogs in rape kits and other forensic evidence. This Act sends funding to state and local crime labs and helped get the ball rolling. I am working now with the Department of Justice to make sure that we are targeting these funds to help reduce the backlog of untested rape kits, solve more crimes, and identify serial rapists. This is more than a question of resources—it also takes motivation for jurisdictions to take rape seriously and establish policies around the testing of rape kits. I will be working with Congress, the Attorney General, and law enforcement groups to make that happen. ♦

**Notes:**

<sup>1</sup>Office of Community Oriented Policing Services, U.S. Department of Justice, Washington, D.C., Web site <http://www.cops.usdoj.gov>.

<sup>2</sup>American Recovery and Reinvestment Act of 2009, Public Law 111-5, 111th Cong., 1st sess., February 17, 2009 (Washington, D.C.: Government Printing Office), <http://www.gpo.gov/fdsys/pkg/PLAW-111publ5/content-detail.html> (accessed January 13, 2010).

<sup>3</sup>More information can be found at the Office of Community Oriented Policing Services Web site under "Cops Hiring Recovery Program Announcement Toolkit," <http://www.cops.usdoj.gov/Default.asp?Item=2208> (accessed January 13, 2010).

<sup>4</sup>"Recovery Act: Justice Assistance Grant (JAG) Program: Allocations and Disparate Information," Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, <http://www.ojp.usdoj.gov/BJA/recoveryJAG/recoveryallocations.html> (accessed January 13, 2010).

<sup>5</sup>"Edward Byrne Memorial Justice Assistance Grant (JAG) Program," Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, <http://www.ojp.usdoj.gov/BJA/recoveryJAG/recoveryjag.html> (accessed January 13, 2010).

<sup>6</sup>National Criminal Justice Commission Act of 2009, S 714, 111th Cong., 1st sess., introduced on March 26, 2009, by Senator Jim Webb (D-VA), <http://www.opencongress.org/bill/111-s714/show> (accessed January 13, 2010) and approved by the Senate Committee on the Judiciary January 21, 2010.

<sup>7</sup>DNA Sexual Assault Justice Act of 2003, S 153, 108th Cong., 1st sess., <http://www.govtrack.us/congress/bill.xpd?bill=s108-152> (accessed January 13, 2010).

## The Threat of the Armed Gunman: Using Firearms Tracing to Reduce Armed Violence



By Special Agent Benjamin R. Hayes, Chief, Law Enforcement Support Branch, National Firearms Tracing Center, Bureau of Alcohol, Tobacco, Firearms, and Explosives, Martinsburg, West Virginia

**T**he most lethal threat to officer safety is the armed gunman. Police officers are 13 times more likely to be killed with a firearm than with any other weapon.<sup>1</sup> One method for keeping firearms out of dangerous criminal hands and keeping officers safe is by tracing recovered firearms through eTrace, operated by the Bureau of Alcohol, Tobacco, Firearms, and Explosives.

Criminals continue to arm themselves with high-powered weapons, and the threat they pose goes well beyond law enforcement. The public is increasingly victimized as well. In 1963, 56 percent of all homicides involved firearms.<sup>2</sup> By 2007, 68 percent of all homicides involved firearms.<sup>3</sup> There is no reason to suspect that this upward trend will decrease.

Where and how do these offenders obtain firearms and how can they be stopped?

### What Is eTrace?

eTrace is the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) Internet-based firearms trace submission and trace analysis tool. With eTrace—available at no cost to the entire law enforcement community—a department can prepare, transmit, and receive completed firearms trace requests securely. No additional hardware or software is required—only Internet access.

Departments that use eTrace can also directly access a historical database of firearms-related trace data comprising all requests submitted by that department. eTrace also allows the user to analyze all of the department's firearms trace information and generate a number of preformatted analytical reports.

### An Efficient Strategy for Reducing Firearms Violence

Law enforcement must find new ways to attack sources of illegally gained and criminally used firearms. Through eTrace, law enforcement agencies now have a sophisticated tool to fully exploit their recovered gun information. ATF's eTrace allows participating agencies to create an aggressive strategy that uses the information about criminals' guns against the criminals themselves.

Departments that commit to firearms tracing can learn how local criminals obtain firearms; determine the extent of the local criminal firearms threat; identify those who provide or facilitate the criminal acquisition of firearms; and prevent legal sales from turning into sources of criminal access to firearms.

### How Do Criminals Obtain Firearms?

Criminals generally obtain firearms by buying them or trading for them at gun stores or gun shows, on the Internet, or on the street; they steal them or they direct someone else to make the purchase

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<sup>(1)</sup>Based on comparison of HEMI<sup>®</sup> powered Dodge Charger Police Vehicle measured against Ford Crown Victoria Police Interceptor, Chevrolet Impala Police vehicle, Ford Explorer Police vehicle and Chevrolet Tahoe Police vehicles. <sup>(2)</sup>See RAE for this Limited Warranty. <sup>(3)</sup>Based on third-party testing. 2009 preliminary test results. <sup>(4)</sup>Always sit properly in the seat with the seat belt fastened. <sup>(5)</sup>Always drive carefully, consistent with conditions. Always wear your seatbelt and obey traffic laws. <sup>(6)</sup>Based on Michigan State Police Testing results measuring a HEMI powered Dodge Charger police vehicle against a Ford Crown Victoria Police Interceptor and Chevrolet Impala Police Vehicle. Dodge and HEMI are registered trademarks of Chrysler Group LLC.

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for them through a straw purchase. Regardless of their methods, all firearms acquisitions have a common thread.

Virtually all firearms in the United States enter commerce lawfully through a federally licensed firearms manufacturer or importer, passing down to a retail firearms dealer, a federal firearms licensee (FFL). FFLs are required by law to keep permanent records of manufacture or importation and of each transfer, disposition, or sale. The final record is created with the first purchase by a non-licensed individual or party.

Through this protocol, most firearms have a document pedigree and leave a paper trail. The Gun Control Act of 1968 created this environment to help law enforcement fight violent crime. Firearms tracing is the criminals' Achilles' heel and is the key to reducing the flow and access of firearms to criminals.

### Firearms Tracing

Firearms tracing is the systematic process of tracking this series of transfers for a recovered crime gun. The record of an individual firearm is the chain of custody from its origin (manufacturer/importer) through the chain of distribution (wholesaler/retailer) to the first retail purchaser of the firearm.

Each year, ATF's National Tracing Center processes more than 300,000 firearms trace requests for law enforcement agencies around the world. That tracing service is provided at no cost to the requesting agencies.

The central purpose of firearms tracing is to assist in determining how a firearm was diverted from lawful commerce into the hands of a criminal. In firearms traces, ATF focuses on the first purchase by a non-licensed individual. Although that purchaser may not be part of the crime, he or she may become a witness who may provide crucial information needed to continue the investigative process.

Tracing produces information vital to identifying and locating the initial purchaser. Retail purchasers of firearms must complete

and sign the ATF Form 4473, Federal Firearms Transaction Record. This form requires that the purchaser answer a series of qualifying questions and provide identifying information that an FFL uses to verify the individual's identity and legal ability to buy the firearm.

### Firearm Tracing Benefits

Individual trace results can be printed directly from eTrace onto a single page that summarizes the firearm's entire trace pedigree. The Firearms Trace Summary shows the full firearm description, requesting agency information, and possessor and recovery location (if provided by the requestor). If the firearm is traced successfully, the name of the purchaser, the identification used, physical description, place of purchase, and a calculation of the time period between the retail sale and the criminal recovery (time-to-crime) is also given.

A single firearms trace can place an individual in a specific location, show the use of documented identification, and prove that a federal form has been completed in which he or she has affirmed the truth (with signature). Individual traces are integral in determining the processes by which criminals obtain firearms. They can identify individuals who use fictitious identification; guns that are sold illegally; guns sold at gun shows, and stolen firearms that were never reported or whose recovery has previously been unreported.

An individual trace also often identifies a straw purchaser—an individual who claims that the firearm will be for his or her own use, but is actually purchasing it for someone else. That someone else is generally prohibited by law from purchasing or possessing a firearm, or seeks to hide the firearm acquisition. Hidden purchasers include felons, active criminals, and persons with clear criminal intent.

The straw purchaser becomes party to the crime by placing a lethal weapon in a criminal's hands. Straw purchasing is never an



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isolated criminal act: it is a conspiracy that frequently reveals active criminal associations and enterprises, including gang and narcotics activity.

An individual firearms trace can be used to prove a lie and identify witnesses, suspects, and previously unidentified coconspirators. Single firearms traces have proven to be key to solving violent crimes such as homicide and rape.

### Tracing Every Gun?

Tracing all recovered firearms (comprehensive tracing) provides departments an invaluable platform of information from which many policing strategies can be generated. Most agencies can accomplish comprehensive tracing efficiently through eTrace, placing a minimal burden on already limited resources.

The information-rich product of comprehensive tracing provides a picture of the criminal firearms problem within a jurisdiction and points to important witnesses and evidence. Departments can enhance their policing strategies and investigations since they know where firearms are being recovered, from whom, the type, their sources, and their purchasers.

Departments also benefit by closely inspecting how firearms are diverted to criminals. These are not solitary events and often involve conspiratorial acts

and agreements. Comprehensive tracing can identify the sources of firearms and alert departments to criminal and gang associations.

Comprehensive tracing also pools resources between departments. Tracing often identifies other law enforcement agen-

cies whose recovered firearms have common firearms sources, purchasers, possessors, and recovery locations.

eTrace's referral list identifies other departments and agencies with information in common and provides the contact information for their linked traces. A



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referral list is included in every trace result. Specifically, if a department's firearms trace has a purchaser and/or possessor who match by date of birth and name, or a firearms licensee, and/or a recovery location in common, this list will display the name and contact information for the other department or agency. This remarkable resource can make departments with common points able to work together if warranted.

**Training**

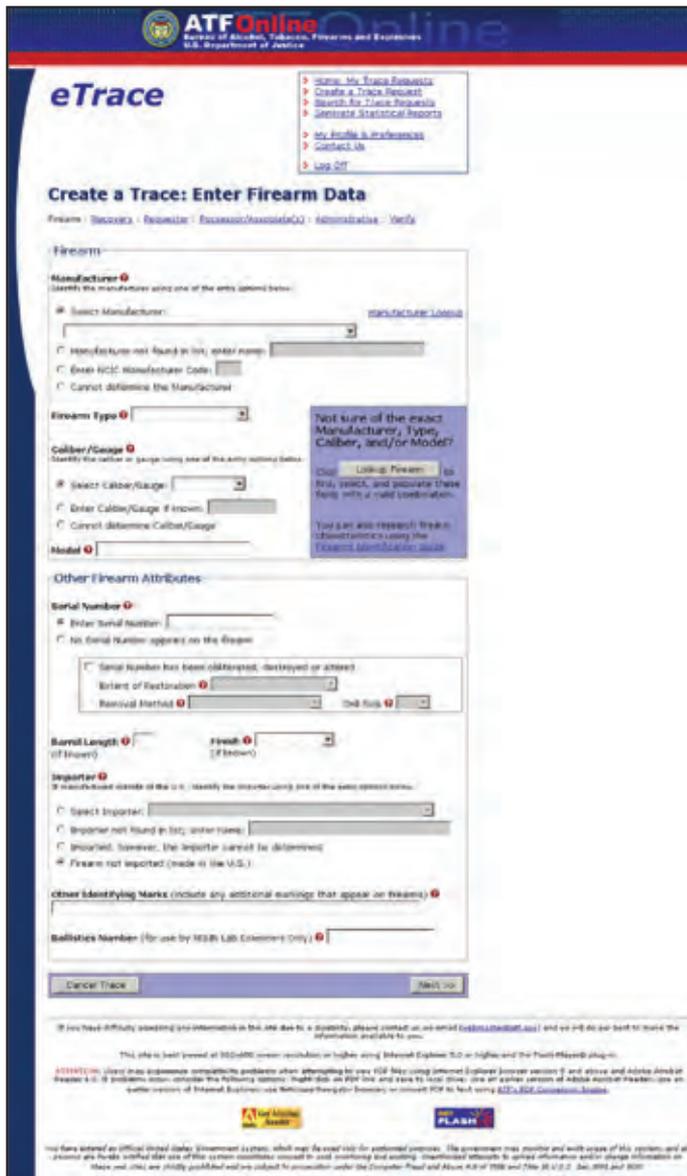
eTrace is a user-friendly interactive tool designed to be easily mastered. It does not require attendance at a training school. The program comes with a downloadable user manual that includes screenshots and logical progressions. Contact numbers are provided for user assistance.

**How Does eTracing Work?**

At a computer with Internet access, eTrace users log into their individual, password-protected account. The user's home page lists all firearms traces submitted in the previous 30 days. eTrace allows the users to see the status of their requests to determine if the trace is still in progress or has been completed.

**Creating a Trace Request**

Users start the firearms trace process on screen, since eTrace is a paperless tracing environment. Each screen has a series of



drop-down lists that autopopulate selections for quick and accurate data entry. For example, the Lookup Known Firearm Combinations screen helps firearms description entry process by searching for known valid combinations by manufacturer, type, caliber, and model.

Fillable text screens are present throughout eTrace to allow users to enter information when no pre-existing match is found. The completed trace request is submitted electronically, 24 hours a day, seven days a week. It eliminates errors that faxing and invalid submissions create, diminishing the results notification time. Critical trace requests—urgent traces—are expedited by electronic submission, further ensuring that these results can be returned within 24 hours.

**What Trace Results Look Like**

In addition to seeing the most recent trace results on the home page, users can select views of any or all of their trace results by going to the Search for Trace Results screen.

eTrace's analytical tool allows the user to perform both quick searches or detailed, multilayered searches from trace data. For example, a typical search can be for all persons with the same last name or who used identical identification when purchasing firearms. A multilayered search might involve purchasers of a specific caliber of firearm who show a place of birth in a specific foreign country.

eTrace also provides a series of administrative fields so that traces can be keyed to internal departments, initiatives, or any chosen criteria. Every firearms trace result can be printed out on a single, letter-sized sheet of paper.



**Analytical Statistical Queries Display**

eTrace users can generate a number of statistical reports in downloadable graph format that includes links. Preformatted queries include total traces by year; top firearms traced; time-to-crime rates; and top firearms licensees (to whom firearms are traced).

**Other eTrace Capabilities**

eTrace allows for updating trace requests, adding information on possessors or completed firearms descriptions when it becomes available, and accepting batch trace submissions electronically from individual, department-generated data extracts.

**Get an Account**

Contact the eTrace Administrators at [etracedadmin@atf.gov](mailto:etracedadmin@atf.gov) or call toll-free at 1-800-788-7133. ❖

**Notes:**

<sup>1</sup>U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Systems, Uniform Crime Report, *Law Enforcement Officers Killed and Assaulted (LEOKA), 2007*, table 1, Law Enforcement Officers Feloniously Killed, 1998–2007, [http://www.fbi.gov/ucr/killed/2007/data/table\\_01.html](http://www.fbi.gov/ucr/killed/2007/data/table_01.html) (accessed January 19, 2010).

<sup>2</sup>Subcommittee to Investigate Juvenile Delinquency, *Hearings before the Committee on the Judiciary pursuant to S. Res. 52, 89th Cong., 1st sess. 1966.*

<sup>3</sup>U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Systems, *Crime in the United States, 2007, Expanded Homicide Data*, table 6, [http://www.fbi.gov/ucr/cius2007/offenses/expanded\\_information/data/shrtable\\_06.html](http://www.fbi.gov/ucr/cius2007/offenses/expanded_information/data/shrtable_06.html) (accessed January 19, 2010).



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## Meeting the Homeland Security Needs of State, Local, and Tribal Law Enforcement

Meeting the homeland security needs of our state, local, and tribal partners is one of my top priorities as Secretary of Homeland Security.

The Department of Homeland Security (DHS) partners with state, local, and tribal law enforcement every day, whether it's the U.S. Immigration and Customs Enforcement (ICE) working with local jurisdictions to crack down on gangs, the U.S. Coast Guard working in cooperation with local authorities to secure ports, or the DHS Office of State and Local Law Enforcement working with officers along the Southwest border to help combat border violence. The key to all of these partnerships is information sharing.

Information-sharing relationships among federal, state, local, and tribal authorities have been instrumental in alerting American communities to a number of threats. Our work to identify and analyze *threat* streams complements that of the Federal Bureau of Investigation (FBI) led Joint Terrorism Task Forces, which work to share case specific information related to terrorism investigations. These partnerships are a successful model that I am working to strengthen.

As a former governor, state attorney general, and U.S. attorney, I know the value of this kind of collaboration. My goal is for DHS to become a source on which law enforcement officers can depend for all information concerning threats to the homeland—from terrorism to drug trafficking to any other public safety danger.

Today, patrol officers can use their mobile data computers or go through a dispatcher to determine whether a person they have stopped is on a terror watch list. What state, local, and tribal law enforcement personnel still need is one central location where they can go to obtain *all* the information about a public safety threat to their communities and to our nation. There are three basic ways that the Department of Homeland Security is changing our practices to become this kind of resource.

First, DHS is emphasizing state and major urban area fusion centers in our efforts to

work with our state, local, and tribal partners. I believe these fusion centers can—with sustained support from DHS in terms of funding, personnel, and access to classified and unclassified information—become centers of analytic excellence. Our partnership with them must be a two-way street: DHS and our federal partners must provide these centers with threat-related information to be analyzed for local implications and be disseminated to state, local, and tribal law enforcement entities for incorporation into their day-to-day operations. At the same time, fusion centers need to aggregate, blend, and analyze information from local law enforcement activities to help DHS and our federal partners identify emerging threats and crime trends across the country.

To do our part, DHS is creating a new office to coordinate support for fusion centers,

deploying 70 DHS personnel to fusion centers by the end of fiscal year 2010, and providing all 72 fusion centers with access to the Homeland Security Data Network by then as well.

Second, we are realigning the DHS Office of Intelligence and Analysis to focus intently on the needs of our state, local, and tribal partners. We are better leveraging and coordinating all the information that flows through our components—whether the Secret Service, ICE, Customs and Border Protection, the Transportation Security Administration, or the U.S. Coast Guard—to ensure we are making the best use of the intelligence collected across DHS and providing more useful and timely intelligence and analysis products.

Third, we are better coordinating with those outside DHS, especially among our federal partners, to address law enforcement needs. DHS is working closely with the FBI in the Joint Terrorism Task Forces. We are also expanding cooperation with other federal agencies in high-intensity drug trafficking areas to leverage the abilities of the many entities that have a role in combating smuggling and securing the border.

We are also collaborating with the IACP and others on the nationwide Suspicious Activity Reporting (SARs) initiative, which will help train frontline officers to recognize and document activities possibly linked to terrorism-related crime across the United States. As part of this program, intelligence regarding threats to the homeland will be provided to police departments across the country. Already, those cities participating in the suspicious activity reporting pilot are better able to identify and address emerging crime trends.

These types of partnerships strengthen homeland security efforts for the entire nation because they will aid law enforcement officers on the beat in doing their jobs. As DHS continues to focus on the needs of state, local, and tribal law enforcement, I look forward to working with the IACP to produce collaborative and effective law enforcement tools to keep our nation secure. ♦



*By Janet Napolitano, Secretary,  
Department of Homeland Security,  
Washington, D.C.*



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# DHS Office of Intelligence and Analysis: Supporting the Front Lines of Homeland Security: Renewed Emphasis Designed to Improve Service to State and Major Urban Area Fusion Centers

## What Is a Fusion Center?

A fusion center is “a collaborative effort of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate, and respond to criminal and terrorist activity.”

*Source: Fusion Center Guidelines*

In April 2009, the H1N1 virus was at the peak of its first outbreak, and state and local partners were anxious to understand the local impact of the national outbreak and its implication for homeland security. As this scenario played out in states across the country, state and major urban area fusion centers became a nexus for information sharing. Leveraging information from the federal government and fusing it with state, local, and tribal data, fusion centers were well positioned to advise homeland security advisors and governors on the local H1N1 threat. In states like Alabama, fusion centers played a key role in keeping senior leaders advised so that they could make informed decisions to protect the safety and security of Americans.

Supporting state and local partners on the front lines of the homeland security effort is a key priority for the Department of Homeland Security (DHS). DHS recognizes that state, local, and tribal law enforcement, firefighters, health workers, emergency managers, and critical infrastructure owners and operators have unique information and subject matter expertise that is relevant to protecting the nation. Fusion centers serve as a natural place to bring these disciplines together in states and cities across the country. The secretary has called fusion centers the cornerstone of the department’s information sharing with all levels of government and across disciplines. Given this critical priority, DHS has reinvigorated its efforts to support fusion centers with a more coordinated, unified, and resourced approach.

DHS has recently announced that it will establish a Joint Fusion Center Program Management Office (JFC-PMO). When operational, the JFC-PMO will marshal the efforts of the entire department to bring the full capabilities and resources of DHS

to fusion centers. It is envisioned that the JFC-PMO will enable the department to expand and enhance its support to state, local, and tribal partners.

## The Department’s Long-Standing Commitment to State and Major Urban Area Fusion Centers

On July 31, 2009, in an internal departmental memo, Secretary Janet Napolitano directed that DHS strengthen the baseline capabilities and analytical capacity of state and major urban area fusion centers. The Office of Intelligence and Analysis was tasked to serve as the focal point for developing and implementing a department-wide initiative to support and interface with state and major urban area fusion centers.

By way of background, the implementation plan for the federal Information Sharing Environment, established by the Intelligence Reform and Terrorism Prevention Act of 2004, directed the federal government to promote the work of fusion centers as a means of facilitating effective collaboration and information and intelligence sharing. The *National Strategy for Information Sharing*, issued by the White House in October 2007, specifically designated fusion centers as the primary focal point for integrating homeland security information vertically and horizontally across geographical and jurisdictional boundaries.<sup>1</sup> This was followed by the Implementing Recommendations of the 9/11 Commission Act of 2007 (9/11 Act), which mandated that the department support and coordinate with state, local, and regional fusion centers.

In June 2006, DHS issued the *DHS Support Implementation Plan for State and Local Fusion Centers* and designated the Office of Intelligence and Analysis as the executive agent for managing

By Bart R. Johnson,  
Acting Undersecretary for  
Intelligence and Analysis, U.S. Department  
of Homeland Security, and former  
Colonel, New York State Police

DHS's fusion center development program.<sup>2</sup> Beginning with the deployment of a single intelligence operations specialist to Los Angeles, the program has grown to 50 representatives in the field supported by a headquarters office that serves as a resource for those staff members. This has been accompanied by the installation of Homeland Secure Data Network terminals in 31 fusion centers, which allow them to share secret-level information with law enforcement and homeland security partners across the country. DHS has granted more than 600 clearances to state and local partners in 2009 alone. The department's renewed commitment will undoubtedly enable it to provide even stronger support to state and local colleagues.

### Reprioritizing the Intelligence and Analysis Mission

In recognition of the growing importance of DHS's state and local customers, the department, and more specifically, the Office of Intelligence and Analysis, has made organizational changes that will make it better able to contribute to the DHS strategic goals of protecting the nation from dangerous people and goods, protecting critical infrastructure, strengthening the nation's preparedness and emergency response capabilities, and strengthening and unifying DHS operations and management. The changes will also help meet Secretary Napolitano's priorities of counterterrorism and domestic security management; secure borders; smart and tough enforcement of the immigration laws; preparing for, responding to, and recovering from disasters; and maturing and unifying DHS.

As she made clear at the National Fusion Center Conference in Kansas City, Missouri, March 2009, and again before the Council on Foreign Relations in New York in July, Secretary Napolitano sees fusion centers as "the centerpiece of state, local, federal intelligence sharing for the future," with DHS "working and aiming its programs to underlie Fusion Centers."<sup>3</sup>

Given that mandate, the mission of the Office of Intelligence and Analysis is to strengthen the ability of the department and of its state, local, and tribal partners to protect the homeland by accessing, integrating, analyzing, and sharing timely and relevant intelligence and information, while preserving the rights, the civil liberties, and the privacy of all Americans. What makes the mission of the Office of Intelligence and Analysis so critical is its ability to take information from the national intelligence community and other DHS components, analyze it, and disseminate it to state, local, tribal, and private-sector partners in a format that they can use. The goal is to be the premier provider of

homeland security intelligence and information to the secretary and her leadership team; fellow DHS components; the intelligence community; and state, local, tribal, and private-sector partners.

### Joint Fusion Center Program Management Office

The new Joint Fusion Center Program Management Office will coordinate the department's support to fusion centers. Through this office, DHS will, for the first time, unify efforts of all DHS components in support of fusion centers. As this new office is established, DHS is working to ensure that

the organization meets the priorities of the secretary, addresses the requirements of the 9/11 Act and, most importantly, the needs of its state and local partners.

As part of this renewed commitment to fusion centers, DHS intelligence production and dissemination processes will be optimized to best support the needs of its state and local partners. Intelligence and other information intended for state, local, tribal, and territorial authorities will be provided rapidly, using dissemination processes that ensure that all state, local, tribal, and territorial decision makers responsible for law enforcement, counterterrorism, and other

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homeland security efforts have the right information at the right time to make critical operational and planning decisions.

The Office of Intelligence and Analysis will also work closely with its federal partners, including the Federal Bureau of Investigation (FBI), the National Counterterrorism Center, the Drug Enforcement Administration (DEA), and other intelligence community members, as well as internal components of DHS, to coordinate the dissemination of federal intelligence and other information to state, local, tribal, and territorial officials. The Office of Intelligence and Analysis will work with these same entities to provide state, local, tribal, and territorial officials with all intelligence and other information necessary to support investigative activity, threat monitoring, protective actions, and disaster response preparations—particularly during rapidly evolving threat-related situations and major events or incidents.

The Office of Intelligence and Analysis will support state, local, tribal, and territorial law enforcement and homeland security entities in their efforts to improve their fusion center capability—notably their ability to gather, assess, analyze, and share information and intelligence regarding threats to both their local communities and the nation. Representatives from the

Office of Intelligence and Analysis in these fusion centers will work closely with representatives from co-located DHS operational components and federal personnel (FBI; DEA; Bureau of Alcohol, Tobacco, Firearms, and Explosives; and so on) to avoid duplication of effort and to ensure close cooperation in the sharing of federal information. The Office of Intelligence and Analysis will also, with these stakeholders, develop tools to assess the value and quality of such products.

Each day across the country, state, local, tribal, and territorial law enforcement and other homeland security officials gather information in the course of their work to provide emergency and nonemergency services to their communities. The Office of Intelligence and Analysis will analyze and share with its federal partners, including the intelligence community, relevant information to identify regional trends and national threats, as this information may serve as the first indicator of a potential threat to the homeland.

The ability to blend and analyze information gathered and documented by multiple localities and disciplines is vital to the ability of the Office of Intelligence and Analysis to identify regional and national patterns and trends that may be indicative of an emerging threat to homeland security. The Office of Intelligence and Analysis

will begin to regularly provide cross-jurisdictional products to the supported fusion centers to assist in their assessment of trends and impacts on each of their communities. It will also support federal efforts to institutionalize the Nationwide Suspicious Activity Reporting (SAR) Initiative. The Office of Intelligence and Analysis recognizes that SAR is a critical opportunity to engage state, local, and tribal law enforcement in the intelligence cycle given their experience and expertise in gathering information on seemingly unrelated individuals and events. This information enables analysts to consider and evaluate information at the strategic and tactical levels to create actionable intelligence.

### Providing Resources for Fusion Center Success

In recent months, the department has been fortunate to work closely with state, local, and tribal partners on some of the United States' most pressing homeland security issues. For example, DHS worked with local, state, federal, and private-sector partners, including the five surrounding fusion centers, in support of the G-20 summit in Pittsburgh in September 2009. DHS also deployed six analysts from headquarters to provide intelligence support for the three G-20 Pittsburgh summit command centers. The event allowed DHS to leverage open source materials and information received from fusion centers to support federal, state, and local partners in making informed decisions. Participation by partners at all levels of government allowed leadership to maintain situational awareness of the event and receive timely, relevant information.

DHS has also supported the Arizona Counter Terrorism Information Center (ACTIC) to partner with the Tohono O'odham Nation, marking what is believed to be the first formalized relationship between a tribal government and a fusion center. The department sponsored a personnel exchange that allowed a representative of the Tohono O'odham Nation to visit the ACTIC for a week in November to work side by side with fusion center colleagues, understand ACTIC lessons learned, and share best practices. DHS is looking forward to deploying a technical assistance team of subject matter experts to support the Tohono O'odham Nation to develop a concept of operations related to tribal participation with fusion centers in coming months. Given the Tohono O'odham Nation's location along 65 miles of the southwest border, this is a key information-sharing relationship for both the ACTIC and the department.

The successful information-sharing relationships cultivated with the support of the Office of Intelligence and Analysis in both

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Pennsylvania and Arizona demonstrate the power of collaboration between partners at all levels of government. Expanding and enhancing information relationships with fusion centers through a unified and resourced approach will undoubtedly amplify the success of the national network of fusion centers.

### The Way Ahead

DHS is increasing its engagement in fusion centers so that it can provide enhanced analytical support; improve outreach activities; and be a better partner to state, local, tribal, and territorial governments.

The department looks forward to bolstering the technology support it provides to fusion centers. It is committed to expanding the number of fusion centers with secret-level connectivity through the Homeland Secure Data Network from the 31 fusion centers with access today to all 72 fusion centers by the end of fiscal year 2011. To better integrate the department's unclassified networks, various mission-critical systems, such as U.S. Immigration and Custom Enforcement's Law Enforcement Information Sharing Service (LEISS), are being leveraged and integrated with other unclassified col-

laborative environments (the Homeland Security Information Network, NextGen, and the Homeland Security State and Local Intelligence Community of Interest) to ensure that critical information is shared among DHS components and their federal, state, local, tribal, and territorial partners in an unclassified format.

Working with other federal agencies, and with the informed input of the fusion centers, DHS will provide training to local, tribal, and state government analysts with the goal of improving their analytical trade-craft. It will target this training to the needs of state and local partners, providing training in locations that are accessible to fusion centers. To complement this effort, DHS will be working with its federal partners, the International Association of Chiefs of Police, the Criminal Intelligence Coordinating Council, and the broader law enforcement community to ensure that law enforcement agencies are participating in, informing the production of, and ultimately benefiting from the nationwide integrated network of fusion centers to the greatest extent possible.

None of these measures can succeed unless fusion centers continue to operate with the utmost respect for privacy and civil liberty protections. Efforts to gather, assess, analyze, and share intelligence and information will be guided by the dual imperatives of protecting the nation from those who wish to harm it and protecting privacy, civil rights, and civil liberties. DHS will expand its efforts to work with state, local, tribal, and territorial officials as well as representatives of the privacy, civil rights, and civil liberties communities, to ensure that information-sharing efforts comply with both the letter and spirit of the law.

We recognize that the national network of fusion centers can be successful only through the shared commitment by partners at all levels of government. In the coming months, the department will demonstrate its commitment to fusion centers by institutionalizing and resourcing its support to fusion centers to enable their success on the front lines of homeland security efforts. ♦

### Notes:

<sup>1</sup>White House, *National Strategy for Information Sharing: Successes and Challenges in Improving Terrorism-Related Information Sharing* (October 2007), [http://georgewbush-whitehouse.archives.gov/nsc/infosharing/NSIS\\_book.pdf](http://georgewbush-whitehouse.archives.gov/nsc/infosharing/NSIS_book.pdf) (accessed January 8, 2010).

<sup>2</sup>Department of Homeland Security (DHS), *DHS Support Implementation Plan for State and Local Fusion Centers* (June 2006).

<sup>3</sup>DHS, "Remarks by Homeland Security Secretary Janet Napolitano to the National Fusion Center Conference in Kansas City, Mo., on March 11, 2009," press release, March 13, 2009, [http://www.dhs.gov/ynews/speeches/sp\\_1236975404263.shtm](http://www.dhs.gov/ynews/speeches/sp_1236975404263.shtm) (accessed January 8, 2010).

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# New York State's Counterterrorism Zone 4: A Model of Interagency Cooperation to Fight Terrorism

Captain Michael F. Cahill Jr., New York State Police, Troop F, Middletown, New York; Sheriff James Kralik, Rockland County Sheriff, New City, New York; Chief Robert Van Cura, South Nyack Grand View, New York, Police Department; and Chief Todd Hazard, Town of Cornwall, New York, Police Department

**O**n September 11, 2001, 155 residents of the New York City suburban counties of Rockland, Orange, and Sullivan were killed during the attack on the World Trade Center. Many of the deceased were law enforcement officers and firefighters. While not having the resources of the New York City Police Department (NYPD) available, state, county, and local law enforcement in suburban counties were as committed as the NYPD to preventing another attack in their area. From this commitment has come the interagency cooperative effort to fight terrorism. Now, the federal, state, county, and local agencies work together through New York State's Office of Homeland Security to field proactive counterterrorism action teams and intelligence officers to deter and prevent terrorist activities in their area and New York City using current resources.

## Background

On October 10, 2001, New York governor George Pataki signed Executive Order 113.34 establishing the state's Office of Homeland Security. This executive order established 16 counterterrorism zones (CTZs) across the state. The CTZs emphasized the critical role that New York state

law enforcement would play in combating terrorism. One of the more active and progressive CTZs within the state is CTZ-4.

CTZ-4 consists of New York's Rockland, Orange, and Sullivan counties, 15 miles north and west of New York City and extending 80 miles north and 150 miles west. A number of the counties' 742,348 residents commute to work in New York City.

The threat of additional terrorist activity in the 2,200 square miles covered by CTZ-4 is very real, whether it is an attack on their schools, commuter trains, and buses, or the housing of terrorist planning and training in its rural areas to attack New York City.

## CTZ-4 Structure

CTZ-4's efforts are coordinated by its executive committee. It consists of a chairman and two vice-chairmen, with one representative from the state, the county, and the local law enforcement agencies on the zone executive committee. The zone consists of 60 local police departments ranging in size from 175 staff members to part-time departments. There are also three county sheriff's departments and one state police troop.

The zone's chair rotates every six months, among a local chief of police, county sheriff,

or state police commander. The concept of shared leadership has been key in maintaining departments' involvement in the zone. After its formation, the zone immediately focused on establishing effective communication, creating comprehensive and coordinated plans to respond to terror alerts and attacks, developing intelligence collections protocols, and building working relationships with private enterprises. Keeping the public informed and involved is one of the zone's principal goals.

## Operation

Immediately after September 11, 2001, CTZ-4 members met to inventory possible terrorist targets in the area: various infrastructures, businesses, and commuter lines. The committee developed a plan identifying which targets required a police presence when the terror alert level was raised, and designating which of the 60 agencies would be responsible for posting personnel at each target location. As the national terrorist alert levels were defined, the zone's deployment plan was refined to match staffing requirements at targets with alert levels.

As often occurs, there were more possible sensitive areas identified in the counties



Photo Courtesy of: Robert Kalfus

than personnel available to be assigned. CTZ-4 has a very large Jewish population with a large number of temples and yeshivas. To address the staffing problem, the zone established a system of triple checks, which requires that sensitive targets for which there were not enough personnel to post at the location, be checked at least once a shift by the local department, the county's sheriff's patrol, and also the state police patrol.

The zone response plan to an elevation in the alert level has been tested four times. Within an hour of the raising of the national level, CTZ-4 personnel have been effectively deployed securing their identified targets.

Realizing that a terrorist event would require the response of many agencies, the zone developed police mutual-aid agreements by county, identifying command structure and responsibility. This cooperative planning continues for investigating a chemical or biological terrorist attack. Working with the Federal Bureau of Investigation (FBI) and the health departments of Rockland, Orange, and Sullivan counties, the zone established investigative protocols detailing how to conduct interviews within the hospital environment and how to share

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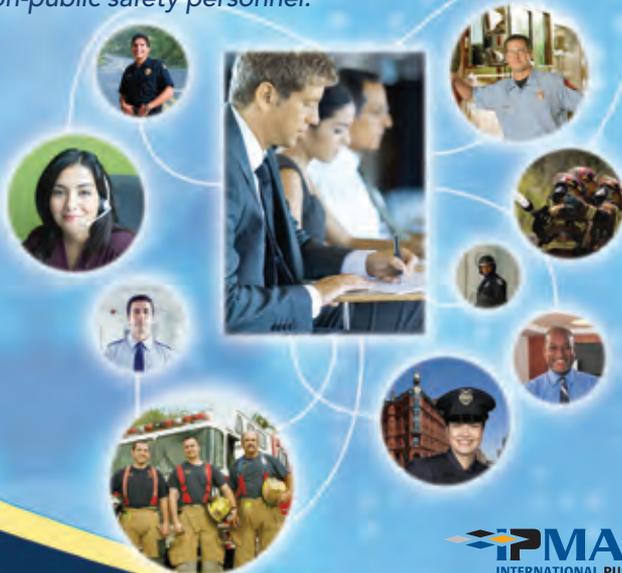
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**Training**

Interagency training, whether conducted by exercises or lectures, accomplishes a number of important goals (aside from the standard training goal). First, training for a terrorist event reminds everyone of the threat and fights against law enforcement complacency. Second, it builds interagency camaraderie. Last, it points out weaknesses in the system. For example, after attending a presentation on the Beslan School terrorist event, zone leaders realized if an event of that scope were to occur, a large number of tactical response teams would be required and would have to be able to work together effectively.

Nine months later, CTZ-4 conducted an exercise at a school that required coordinating tactical teams consisting of 150 state, county, and local tactical officers from different agencies to resolve a terrorist takeover of a school.

CTZ-4 has also conducted a red team exercise where over a three-week period, law enforcement officers from member agencies acted as terrorists planning an attack on a mall. Throughout the 2,200 square mile region that makes up CTZ-4, they attempted to buy large quantities of fertilizer, rent storage space and vans, and set up a headquarters in a motel.

The zone has also completed an exercise involving a terrorist takeover of a commuter train. The incident involved hostages, injured police officers, and an explosive radiological dispersion device discovered after the terrorists were neutralized. Both the red team exercise and the train drill were conducted under the Homeland Security Exercise and Evaluation guidelines and funded through New York State's Office of Homeland Security.

**Intelligence**

Intelligence collection and sharing are keys to protecting our citizens against terrorism. In January 2002, the state police created counterterrorism intelligence units (CTIUs) in each state police troop. The CTIU has become the focal point for intelligence gathering and distribution. Their local e-mail system has been key to the zone's ability to communicate information quickly.

In 2003, the state created the Upstate New York Regional Intelligence Center (UNYRIC) to coordinate intelligence information for the 55 counties north of New York City. In 2007, the UNYRIC was designated as the state fusion center and renamed the New York State Intel-

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ligence Center (NYSIC). Locally, CTZ-4 created an intelligence committee and asked each agency to identify a member as a field intelligence officer (FIO) for their department. Both the local FBI officers and the New York City Joint Terrorism Task Force (JTTF) became important members of this group.

The intelligence group shares information daily and maintains a number of databases in the New York State Safeguard System, which allows the zone to respond quickly to any terrorist threats against specific targets.

It proved its effectiveness Friday, July 28, 2006, after an increased concern of a terrorist attack against the Jewish community when a gunman shot six people at a Seattle, Washington, Jewish center. The zone's database of Jewish community contact persons at temples and schools allowed the zone to make 562 contacts within 36 hours to inform and warn the Jewish community.

The intelligence group also supplies an intelligence briefing at the monthly CTZ-4 meeting. The briefings are given by federal, state, county, and local agencies. Rockland County has gone a step further, establishing a joint agency task force with personnel dedicated full time to intelligence. Other departments' intelligence officers serve as detectives and patrol officers while also gathering intelligence. The zone maintains an excellent relationship with the New York City FBI office, the JTTF, and the New York City Police Department's Counterterrorism Division.

### Private Sector

CTZ-4 quickly realized how important private security and its involvement are in fighting terrorism. They can help identify possible terrorists and also supply useful insight to their industry's susceptibility to a threat.

Rockland County already had a private sector security task force in place as a result of proactive security enhancements it made during the first Gulf War. CTZ-4 adopted its structure and expanded it to the other two counties. This group meets bimonthly. It consists of representatives from utility suppliers, hospital security, schools, health departments, mall security, industrial security specialists from chemical plants, water plant operators, transportation companies, and private housing security. Members have helped CTZ-4 supply input to the State Executive Committee on Terrorism regarding regulations and legislation involving chemical plants, utility suppliers, and schools.

The private sector group has also helped implement CTZ-4's public information program concerning the state's free terrorist hotline, 1-866-SAFENYS. The "See Something, Say Something" program encourages the public to report any suspicious activity to a state hotline, which is staffed 24/7 at the New York State Intelligence Center.

### Schools Initiative

A meeting with the private sector group revealed that a separate group was needed to address schools. During the September 11 attack on the World Trade Center, one of the greatest sources of confusion in CTZ-4 was what security steps should be taken at the schools. Some schools were sheltering their students in place, while others were dismissing and sending their children home to houses to which the parents would not return.

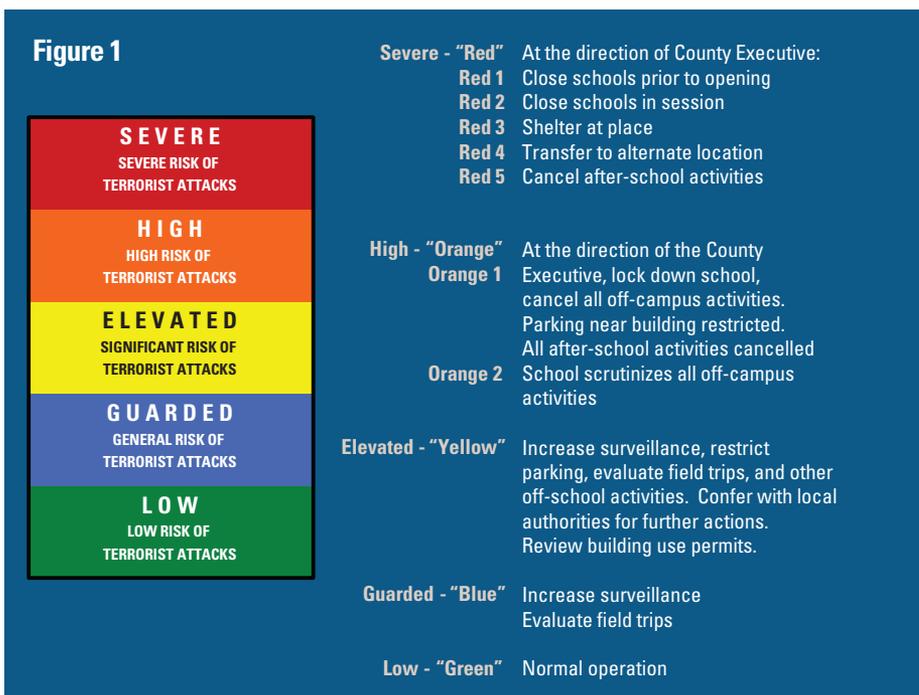
CTZ-4 established a working group consisting of law enforcement, a local district attorney, and regional school officials to address the problem. Protocols were established outlining what actions schools should take at each of the national terrorist alert levels. The *School Protective Action Plan* establishes at what alert level schools should be closed or dismissed, when after-school programs would be cancelled, and when access to the schools should be further restricted. It also established a formal communication flow from the CTZ chairs to the school leaders. These protocols have become the basis for plans eventually adopted by the New York State Department of Education and also by a number of other states. For details of the plan, go to [www.nysed.gov](http://www.nysed.gov) and search the security section. (Figure 1 is a quick reference of school security steps to be taken at each alert level.)

The work with schools continues. The school group meets annually with school superintendents and maintains an e-mail intelligence sharing system to keep school officials aware of terrorist information regarding schools. CTZ-4 sponsored training for school officials concerning the lessons learned during the Beslan School terrorist event. CTZ-4 has also established a training program for school bus drivers detailing what action to take if confronted by a terrorist or hostile individual. As a result of this cooperative effort with the schools, the Regional School Superintendent Offices, Board of Cooperative Education Services for the three counties, were able to secure \$12 million in federal grants for increasing school security.

In addition to the normal school security steps required by New York state law, CTZ-4's law enforcement agencies visit each school building before school begins to discuss security plans and see if any physical changes have occurred in the buildings. Videotaping of the building's interior and exterior is encouraged, as are visits by the agency's emergency response team members.

### Operation Safeguard

Operation Safeguard is a New York State Office of Homeland Security (OHS) program that identifies the components of certain businesses that can aid terrorists. The OHS has created informational packages for specific types of businesses indicating material used by the businesses that could assist terrorists. The packages also contain information on how to identify suspicious individuals and how to report that information. After a state drill



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**Figure 2**

800 businesses are visited by the 60 law enforcement agencies annually. In September 2009, the businesses noted by the FBI Operation Vigilant Eagle were added to the Safeguard visit list and are now incorporated in CTZ-4's annual checks. (See Figure 2 for a list of the businesses and months assigned.)

### Counter Terrorism Action Teams

After the bombings of the London commuter trains, CTZ-4 took its normal after-the-fact security action by detailing inter-agency teams to commuter train stations to look for any terrorist activity and to reassure the public. Frustrated, the group brainstormed to come up with ways to be proactive. The result

in fall 2004, OHS identified 12 categories of the Operation Safeguard businesses that had the highest possibility of terrorist activity.

During spring 2005, CTZ-4 established a committee to coordinate visits to each of the 12 categories of high-concern businesses. A specific month has been designated by the zone to conduct visits to each of the selected categories of business. The result of the safeguard visits are then entered into OHS Safeguard databases. Over

was the creation of the Counter Terrorism Action Teams (CTATs).

Modeled after the NYPD's Hercules Teams, these units randomly focus on areas within the zone that history has shown might be a target. The CTATs are composed of members of the 60 agencies within the zone. Each agency supplies personnel on a voluntary basis.

The first CTAT operation focused on CTZ-4's commuting public. State, county, and local police officers, deputies, and troopers spread out to the 12 train stations and 12 major bus stations within the zone, conducting security checks, giving out informational flyers, and riding the trains and buses. (See Figure 3 for a copy of the flyer.)

At every chance, law enforcement engaged the commuting public in discussion, identifying what suspicious activity to look for and how to report it. The CTATs have also been deployed to shopping malls and schools and have conducted commercial vehicle checks throughout the region.

Public awareness and education regarding possible terrorist activity are key objectives of the CTAT deployments. Each CTAT activation involves over 40 agencies and 75 officers. It is coordi-



NYS COUNTER-TERRORISM ZONE 4

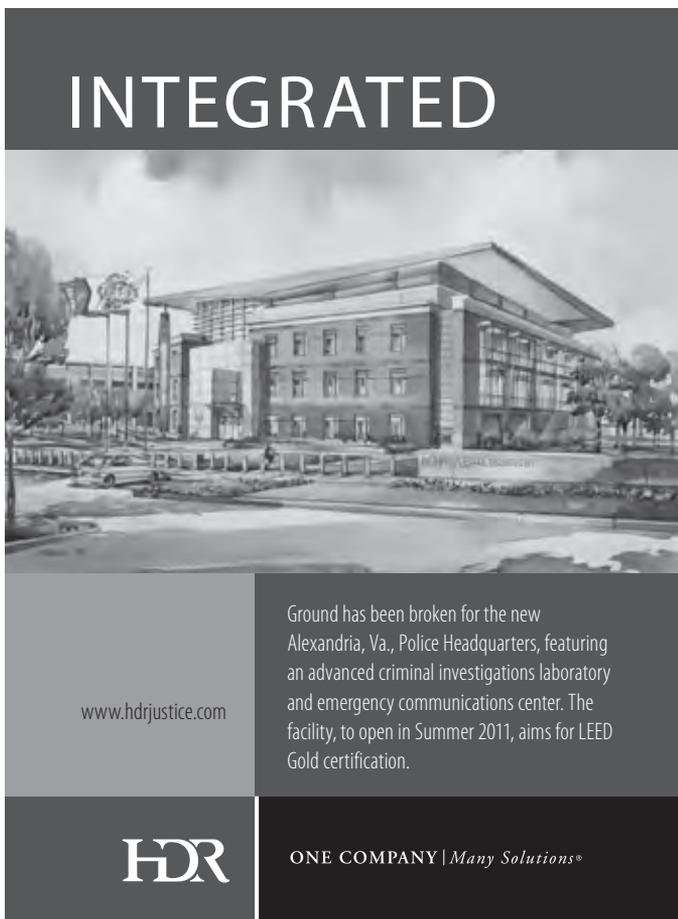
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**Figure 3**



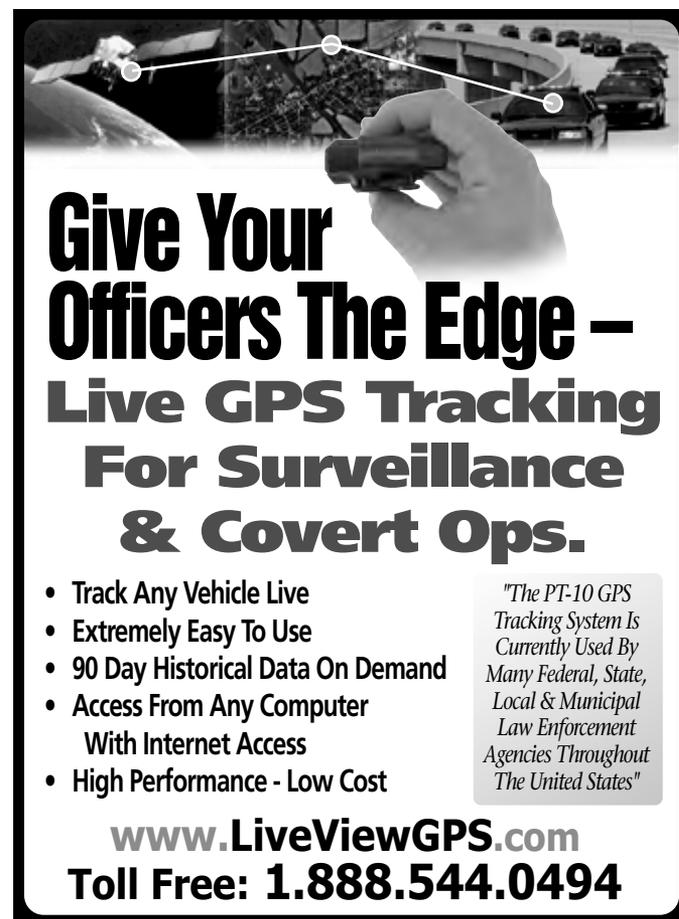
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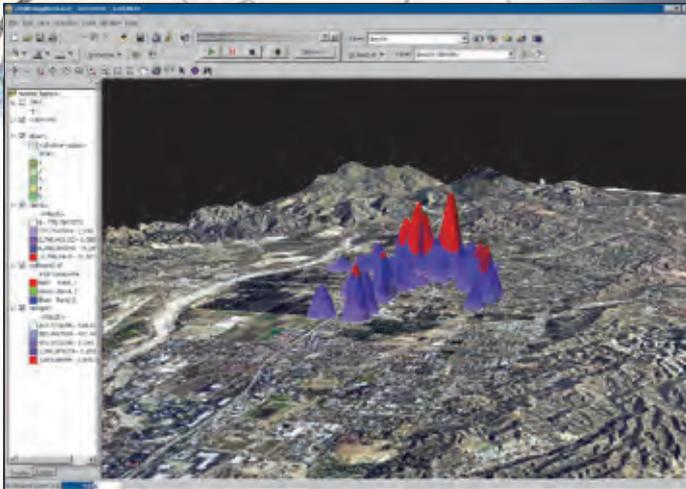
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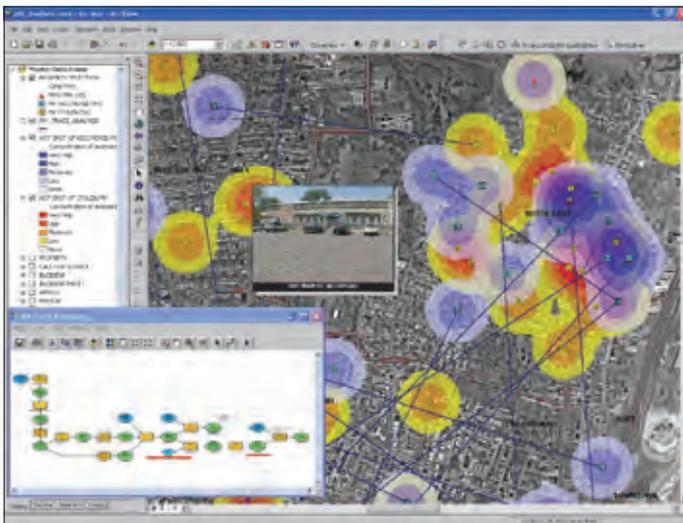
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nated by the CTZ-4 Executive Committee and involves four to six hours of personnel commitment from the law enforcement agencies in CTZ-4 once a month.

A byproduct of the CTZ-4 activity is the press' accounts of the deployments, keeping the local fight against terrorism in the forefront and fighting complacency. It also sends a message to terrorists that CTZ-4 could show up in a proactive effort on any day at any location in the zone. The public has reacted extremely positively to the CTAT teams, and the law enforcement agencies in the zone feel they are getting a great return in both security and public relations for the resources they are devoting to it. There is also a great satisfaction in taking proactive steps instead of only reacting to terrorism.

### Securing the City

Securing the City (STC) is a program funded by the Department of Homeland Security's Domestic Nuclear Detection Office. Its objective is to deter and detect either a radiological weapon or a radiological dispersion device headed to or in New York City, CTZ-4, other counterterrorism zones around New York City, and the states of Connecticut and New Jersey have worked together to ring New York City with law enforcement staffed checkpoints to detect a radiological device. The leadership in CTZ-4 and CTZ-1 has played key roles in this effort.

### Conclusion

This effort works. It has been seen first hand on two occasions. In 2008, an FBI informant identified a group in Newburgh, New York,

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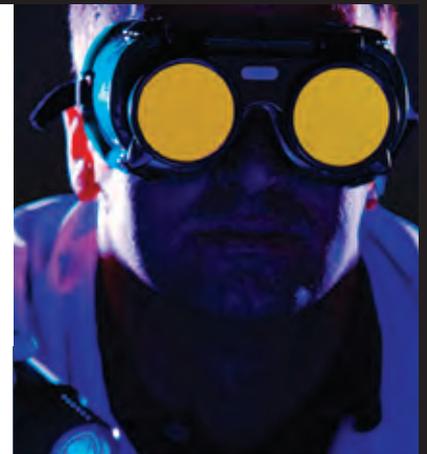
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who wanted to shoot down, with a Stinger missile, an Air Force plane as it took off from Stewart International Airport and to simultaneously place a car bomb at a synagogue in the Bronx. During the investigation, the group rented a self-storage vault to store the Stinger missile. As a result of past Operation Safeguard contacts by the local police agency,

the clerk noted the group's suspicious activity and called the local police. Even though the FBI had already infiltrated the group, the clerk's call showed that Operation Safeguard worked in CTZ-4.

The second was the recent JTTF investigation of the individual who attempted to build a chemical bomb in Denver, Col-

orado, and travel to New York City. The counterterrorism zone leadership surrounding New York City was briefed of the activities in a 2:00 a.m. conference call. The zones were assigned tasks to support the JTTF investigation. Hundreds of Operation Safeguard visits were conducted and reported within three days. Truck rental businesses, hardware stores, and peroxide suppliers were visited by members of state, county, and local law enforcement to check for suspicious activity. This allowed members of JTTF and the FBI to conduct a number of key surveillances that identified others involved in the plot.

Counterterrorism Zone 4 is an example of how local, county, and state law enforcement can come together to actively address terrorism with no additional personnel or funding. While a location within CTZ-4 might not be a prime target for terrorism in the future, terrorists could and have started an attack on New York City from within CTZ-4. Law enforcement in CTZ-4 is committed to uncovering any such group and to securing the communities within its area. CTZ-4 has been able to take the steps it has in addressing terrorism only because of the unselfish commitment of law enforcement leaders, school officials, and private sector companies involved. ♦

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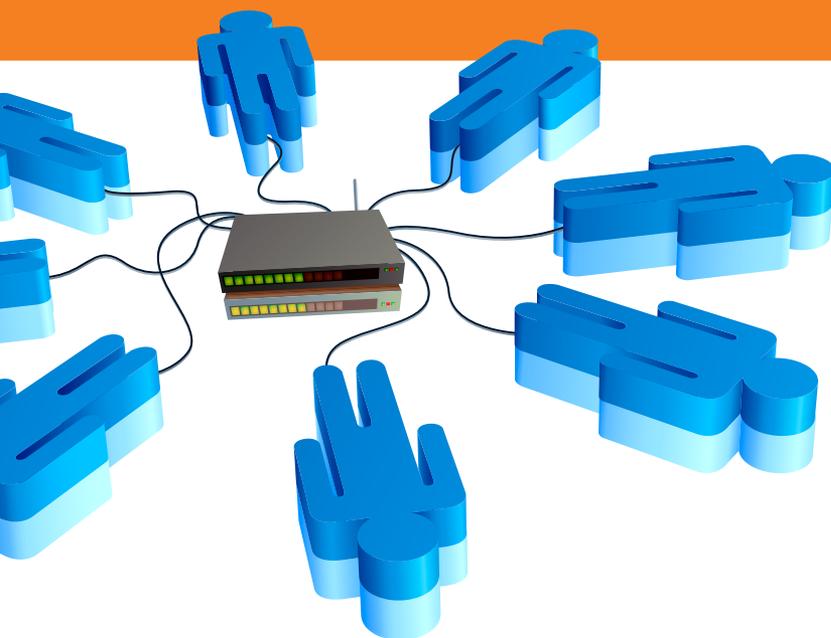
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# Fusion Liaison Officer Programs:



## Effective Sharing of Information to Prevent Crime and Terrorism

By Kevin Saupp, Section Chief for Prevention and Protection, National Preparedness Directorate, Federal Emergency Management Agency, Department of Homeland Security; and Co-manager, Joint DHS/DOJ Fusion Process Technical Assistance Program, Washington, D.C.

State and local law enforcement officers are on the front lines of detecting operational planning and precursor activities related to terrorism. Many of these activities may be disguised as traditional crimes, making it essential for the close coordination between counterterrorism and crime prevention efforts in all jurisdictions across the country. What strategies and programs can be implemented to effectively support this coordination and ensure the sharing of pertinent criminal and terrorism-related information between local police departments and state and major urban area fusion centers?

The Department of Homeland Security and the Department of Justice have partnered to develop the Fusion Process Technical Assistance Program to address these issues and support the development of national fusion center and information-sharing capabilities. This program provides services that support the development and implementation of state and major urban area fusion centers and fusion liaison officer (FLO) programs.

FLO programs provide an effective way for law enforcement agencies to engage with fusion centers since FLOs serve as liaisons between their agency and the fusion center. They help to facilitate their

agency's participation in regional information exchanges, ensuring their agency is a full partner in the fusion center and information-sharing processes. This program may offer part of the solution to effectively support information sharing between fusion centers and local agencies, in coordination with other initiatives such as the Nationwide Suspicious Activity Reporting Initiative.

Fusion centers have the ability to fuse and analyze information from multiple sources, jurisdictions, and disciplines into a regional or a state picture and identify events that may otherwise appear unrelated. FLO programs are a valuable tool for supporting fusion centers to build their relationships with state and local law enforcement and multidisciplinary fusion center partners. By expanding fusion centers' networks, FLO programs enable the national network of fusion centers to grow stronger, broader, and deeper.

Building on two well-regarded models of successful law enforcement operations—community-oriented policing and intelligence-led policing—the FLO program enables fusion centers and participants to establish a wide and deep information-sharing network. Through these networks the systematic use of partnerships and problem-solving techniques proactively

address the immediate conditions that give rise to public safety issues and ensure that resulting intelligence or products inform police decision making at both the tactical and strategic levels.

FLO programs assist fusion centers in defining and managing processes that facilitate the two-way exchange of information with field officers and decision makers. As noted by the International Association of Chiefs of Police in the report from the National Summit on Intelligence held in September 2007:

*Beyond adopting an all-crimes approach to information sharing, fusion center directors and law enforcement executives ought to reaffirm their commitment to working together to improve the utility of fusion centers. These steps reflect the belief that fusion centers must actively reach out to law enforcement agencies, some of whom may be unaware of their existence, do not know how to become involved, or may be operating under the misconception that they do not need to get involved with their local fusion center. Participants also called for law enforcement executives to not merely wait to hear from the nearest fusion center but to be proactive in their participation.<sup>1</sup>*

FLO programs provide a way for law enforcement agencies to engage with fusion centers, as well as a scalable way for fusion

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## FLO Awareness Training Resources

Various agencies have developed awareness materials to assist state and local agencies deliver awareness training. Among them are the following:

- **Safeguarding America**, a DVD, a resource CD-ROM, and printed materials developed by the Bureau of Justice Assistance (BJA) and the Department of Homeland Security.
- **Communities Against Terrorism**, a program through the BJA that customizes a standard set of printed materials with a local agency's logos and contact information. The service prints the information and sends it to the agency.
- **8 Signs of Terrorism** Fusion centers, such as the ACTIC and the CIAC, in coordination with their partners, have supported the development of special

video seminars to help members of the community, as well as local law enforcement and public safety officers, better identify suspicious activities that could be related to terrorism. See [www.8signs.org](http://www.8signs.org) and <http://thecell.org/wp/8-signs-of-terrorism-video>.

- **TLO.org**, a Web site that provides TLOs and FLOs with easy-to-access unclassified information regarding threats, trends, and news items of interest. TLO.org is managed by the Los Angeles Joint Regional Intelligence Center.
- **Training Resources for State, Local, and Tribal Fusion Centers on Privacy and Civil Liberties Issues in the Information-Sharing Environment** can be found at <http://www.it.ojp.gov/default.aspx?area=privacy&page=1258>.

centers to engage with non-law enforcement partners, such as fire services, public health, and other public safety-related agencies. A simple but powerful premise is at the core of any FLO program: training officers on criminal and terrorist indicators and developing policies and procedures for sharing information in accordance with privacy and civil liberties protections will increase the safety and security of the community. The program enlists existing representatives from an agency and provides them with the training and tools they need to identify and share critical information during the course of their normal duties. The result is a network of trained individuals who have previously established relationships in the community and are already receiving valuable information. Through an FLO program, the representative is able to share that information with a fusion center, allowing for further identification and analysis of previously unidentified trends or correlations.

FLOs can be enlisted from any state, local, or tribal agency, large or small, rural or urban, and the more agencies represented, the wider the potential reach of the network. The program provides a cost-effective way for small and rural enforcement agencies to get involved in the fusion process and a way for larger, multiagency regions to coordinate activities. FLO programs are now well-established in many fusion centers throughout the country.

## Structure

Depending on the size of each law enforcement agency and its geographic responsibilities, agencies may have one or many FLOs. An FLO program also has the added benefit of expanding the number of agencies that can participate in the fusion process. Involvement in an FLO program is much less resource-intensive than dedicating personnel or analysts directly to a

fusion center but provides significant benefits to both the fusion center and participating agencies.

As more robust FLO programs have expanded at fusion centers, many have found that designating a dedicated FLO coordinator is useful. These coordinators recruit FLOs, oversee FLO training, facilitate information exchange between the fusion center and the FLO, assist in the development of any memorandums of understanding or nondisclosure agreements, and manage the program to reflect the needs of the fusion center, FLOs, and participating agencies. More sophisticated and involved programs require fusion centers to have the underlying infrastructure necessary to communicate and support the needs of FLOs (communication channels, availability and number of analysts to support and answer requests for information, and so on).

FLO programs commonly include the participation of multiple disciplines and organizations and serve as the conduit through which homeland security and crime-related information flows to the fusion center for assessment and analysis. While the fusion center is the core for the management of the FLO program and associated outreach to participating agencies, the FLO becomes the go-to person for two-way information exchange between the FLO's agency and the fusion center. The network of FLOs ensures that vital disciplines participate in the fusion process and also serves as the vehicle to carry usable intelligence from the national level and the regional fusion centers to field personnel in their agencies.

Benefits of an FLO program include the following:

- Improved crime and terrorism prevention
- Force multiplier
- Improved efficiency of existing resources
- Informed decision making and increased situational awareness
- Flexible and scalable model

- Wide and deep information-sharing network
- Increased opportunities for identifying suspicious activities

## Engagement of Multidisciplinary Partners

The role of law enforcement in the community makes it an ideal fit for participating in an FLO program. The importance of the involvement of other public safety disciplines, and ultimately many other agencies, cannot be overemphasized. To create a wide and effective network, the participation of all agencies in a fusion center's area of responsibility is needed.

FLO programs have included representatives from such diverse disciplines as fire services, emergency management, and public health. Each discipline has access to different pieces of information that are necessary to develop complete situational awareness.

The following disciplines commonly are included in FLO programs:

- Law enforcement
- Fire services
- Public health
- Emergency management
- Corrections
- Parole and probation

## Daily Activities of an FLO

Typical activities for an FLO may include reviewing information bulletins or intelligence products disseminated by the fusion center, receiving or providing terrorist or criminal indicators awareness training, and fielding inquiries from agency colleagues or the fusion center. The time commitment of an FLO will vary depending on the program, and some programs have even created different levels within the program to improve and encourage participation. A basic level of involvement may require 10 hours per month, but a more involved program may have opportunities for fulfilling FLO responsibilities up to 40 hours per month. The time commitment can be tailored to fit the needs of each program.

The FLOs have the responsibility to develop the information-sharing network in their own agencies, broadening the reach of the program and increasing the benefit to all members of the agency. Further responsibilities may include conducting outreach to contacts in their own agencies; making their colleagues aware of the fusion center and its role in the region; disseminating information from the fusion center; providing criminal and terrorism awareness resources or training to help field officers identify indicators and warnings; and serving as a resource for colleagues.

The reason the FLO program has been so successful for many fusion centers is that it is completely flexible and scalable. An effective FLO program requires a coordinator at



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the fusion center, FLOs at regional agencies, and a formalized plan and training program that describes the roles and responsibilities of the FLOs. The most important element is open information exchange between all participants. Some programs have gone beyond the basic information exchange and awareness model to include additional responsibilities for their FLOs, including roles in incident response, special events, and threat and vulnerability assessments.

It is critical to identify the right person if the FLO program is going to be a success for the participant, the person's agency, and the program itself. The ideal candidate will have a strong desire to fulfill the role, support from the person's supervisor, and a wide network of contacts in and outside the agency. While agency leadership may help identify a candidate, the FLO coordinator often assists with the selection process by personally meeting with the candidate and beginning to develop an initial relationship.

### Daily Support from the Fusion Center

In addition to the daily management of the FLO program by the FLO coordinator, the fusion center also helps to facilitate the open exchange of information and improve FLO awareness of terrorist and criminal indicators and warnings. Information exchange includes receiving information submitted from FLOs or other field officers, often in the form of a suspicious activity report, and disseminating information and intelligence products. Sometimes the information and intelligence products are drafted specifically for FLOs or groups of FLOs, such as public health, emergency management, and transportation security.

Developing and delivering FLO training are other important responsibilities of the FLO coordinator and the fusion center. All FLOs need basic training before beginning their duties. The curriculum should cover, at a minimum, domestic and international terrorism, the intelligence cycle, an overview of the FLO program and the fusion center, indicators and warning signs, privacy and civil liberties protections, and suspicious activity reporting processes. The length of training varies among programs; eight hours is the typical minimum, with some programs adopting a 40-hour approach. Thorough and complete training is a key to the success of an FLO and an FLO program. Continuing education opportunities, whether in-house or through another training institution, should also be considered.

Regular FLO meetings hosted by the fusion center serve as a platform to exchange information and provide updated awareness training. These meetings provide an opportunity for open information exchange between FLOs and relationship building among the group. Some programs bring in guest speakers, provide situational aware-

ness updates, present more in-depth briefings on specific relevant topics, and share success stories.

### Strong Networks Require Strong Relationships

Strong relationships are ultimately the strength of a network. FLO programs provide the means for developing and strengthening relationships within and between agencies. FLO programs empower fusion centers to build their state and local contacts but also support them in building a network of trusted and trained partners. Being a member of an FLO program provides that extra measure through trusted partnerships and common training.

### Addressing Privacy and Civil Liberties

Ensuring privacy and civil liberty protections is essential in the daily operation of fusion centers and FLO programs. Just as fusion centers have policies addressing these protections, FLO programs must be developed in accordance with those policies. Addressing these protections and policies in basic FLO training is the first step to ensuring they are respected and followed. Effective FLO programs must clearly identify and train FLOs on the policies and procedures for the collecting, the vetting, the storing, and the sharing of information in accordance with federal, state, and local privacy and civil liberties requirements.

### Solution to Limited Staffing

One advantage of the FLO program is that initial operations can be started with existing staffing, monetary, and physical resources. The fusion center and participating agencies can pool resources to make a larger impact or leverage allowable DHS grant funds to support the program. Some existing FLO programs have been started with just such minimal assets until the value of the program is established and widespread support is gained. An FLO program is also an ideal way to ensure smaller agencies are involved in the fusion process.

### Beyond a Basic FLO Program

Many fusion centers have realized additional value from broadening their network of FLOs. In some programs, responsibilities have been added to include subject matter experts that have knowledge relevant to supporting fusion center analytical efforts, incident response, special event management, and threat and vulnerability assessments for critical infrastructure and key resources.

Adding analytic support and serving as a subject matter expert are relatively straightforward additions to an FLO's typical role. Analytic support can be on an ad hoc or rotational basis and is especially helpful for fusion centers that do not have analysts with a particular subject matter expertise,

## From the Police Executive Research Forum's

### "10 Ways to Engage Your Fusion Center"

7. *Establish or participate in an FLO program:* For departments that cannot afford to loan personnel to a center, a good alternative is to participate in an FLO program. Senior lead officers in law enforcement agencies volunteer or are assigned to serve as an FLO, whose purpose is to disseminate information distributed by the center to the officers in his or her agency and to ensure that all appropriate information collected by his or her agency is effectively shared with the fusion center. While not assigned to work in the fusion center, FLOs serve as the connection between the fusion center and the department administrators and operation-level personnel. Smaller agencies may possess the resources to assign only one FLO to the program, while larger agencies should consider assigning several FLO participants.

such as fire services, public health, and hazardous materials. On a basic level, an FLO can simply offer subject matter expertise when needed for consultation. At a more involved level, the analytic support can also include assistance in product development for general use or to address a specific discipline or topic area.

The rest of the additional responsibilities require more planning and organization for the FLO program and the FLO. Programs that integrate these more involved responsibilities usually have tiered FLO participation levels or only require a contribution on a rotating or voluntary basis.

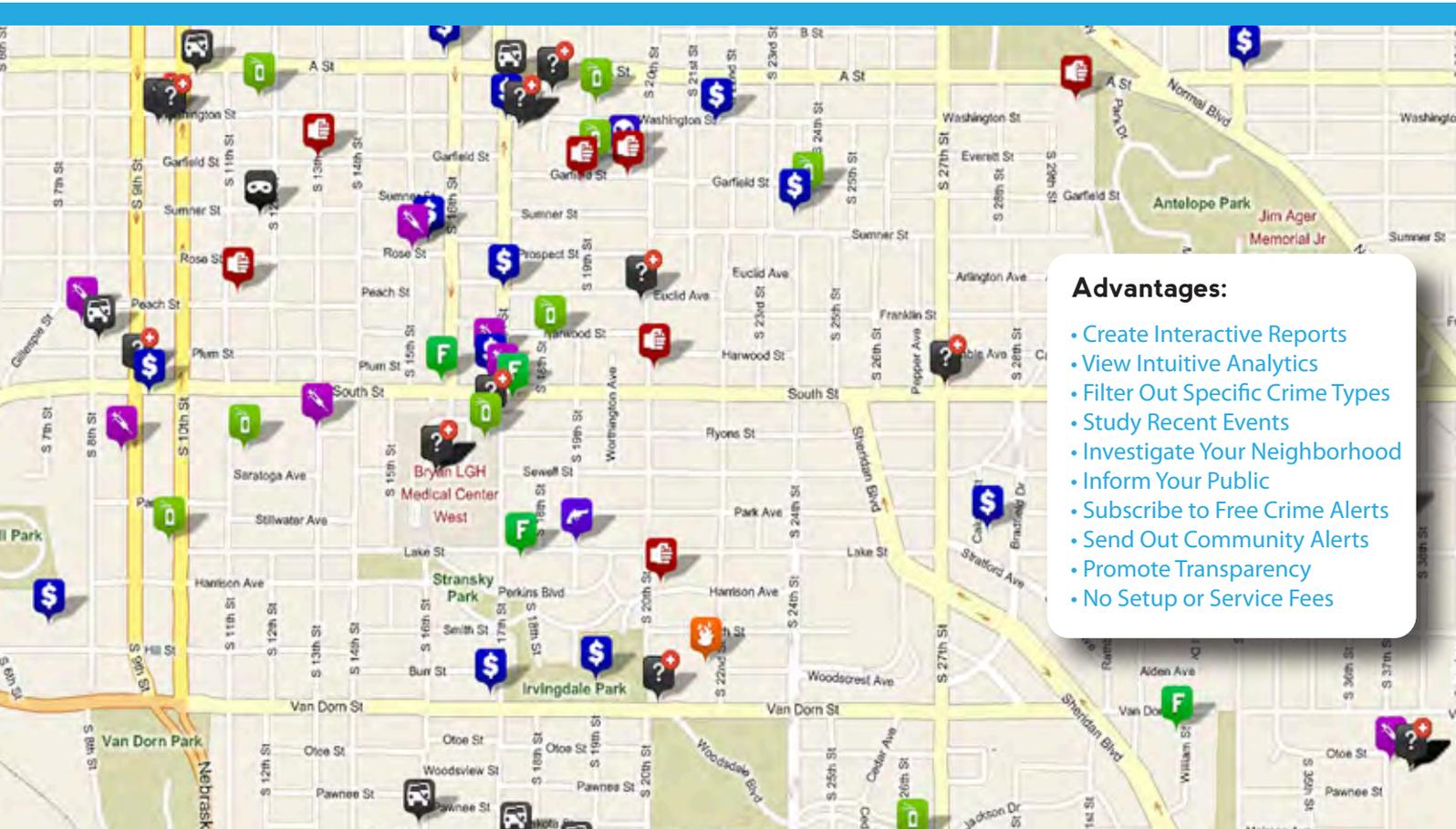
### Incident Response

The Arizona Counter Terrorism Information Center (ACTIC) has built a strong incident response component into its terrorism liaison officer (TLO) program. TLOs respond to incidents and act as the liaison between the ACTIC, incident commanders, and outside agencies. In Arizona, TLOs typically respond to incidents involving police tactical operations, explosives, hazardous materials, special operations, or other extraordinary circumstances. Crucial to ACTIC's incident response support is to have both a fire TLO and a law enforcement TLO on the scene, creating a seamless multidisciplinary approach. TLOs with this level of involvement in the program are provided a vehicle with a laptop, communication equipment, and other technologies.

An example of ACTIC's TLO incident response occurred in 2006, when a lone gunman held nine hostages on the 18th floor of a high-rise building in Phoenix for almost seven hours. The TLOs immediately responded to the unified command at the site; provided color photos of the gunman to SWAT; distributed color

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photos of hostages to SWAT operators and fire and EMS for treatment; provided secure communication to the Phoenix Police Department, the FBI, and the Phoenix Fire Department; and provided negotiators with the suspect's criminal background. The incident ended with the gunman's surrender and no injuries.

### Special Event Support

FLO programs can be leveraged to support information gathering and situational awareness capabilities at special events. FLOs can provide critical information that can assist an incident commander with making resource allocation decisions. During the 2008 Democratic National Convention, the Colorado Information Analysis Center (CIAC) deployed teams of TLOs to provide the convention's intelligence operations center with real-time information. These field intelligence teams identified suspicious activity and responded to incidents in predetermined zones throughout the host city, Denver. Information from the field intelligence teams was provided to law enforcement, public safety, and first responders to improve personnel safety and support investigations.

### Critical Infrastructure Protection and Threat and Vulnerability Assessments

FLOs can be used to support activities designed to protect critical infrastructure

and key resources, as well as the completion of threat and vulnerability assessments, often leveraging their multidisciplinary expertise. For example, both ACTIC and CIAC provide specific training to their TLOs on the 18 sectors of critical infrastructure and key resources. Additionally, ACTIC TLOs develop relationships with critical infrastructure owners and operators, work in teams, and collect information to develop threat and vulnerability assessments. Once data are collected, they can be stored electronically and physically at the fusion center under the authority of the DHS Protected Critical Infrastructure Information Program.

### Fusion Process Technical Assistance Program

To facilitate the development of a national fusion center capability, the DHS/FEMA National Preparedness Directorate (NPD) and the Bureau of Justice Assistance partnered to develop the Fusion Process Technical Assistance Program. This program has been developed in support of the DHS Office of Intelligence and Analysis and in coordination with the Office of the Director of National Intelligence; the Office of the Program Manager, Information Sharing Environment; the Federal Bureau of Investigation; and experts from the state and local community—including the Global Justice Information Sharing Ini-

tiative, the Criminal Intelligence Coordinating Council, and the Global Intelligence Working Group. This program provides services that support the development and implementation of FLO programs in state and major urban area fusion centers across the country. For additional information on services available under the joint DHS/DOJ Fusion Process Technical Assistance Program, send an e-mail message to [fusionprocessprogram@ncirc.gov](mailto:fusionprocessprogram@ncirc.gov).

### Conclusion

FLO programs offer the opportunity for law enforcement agencies to engage with their local fusion centers and participate in the information-sharing process. This information exchange allows law enforcement agencies to expand what they have been doing for years—gathering information regarding behaviors and incidents associated with crime and establishing a process to share information to detect and prevent criminal activity, including that associated with domestic and international terrorism. ♦

### Note:

<sup>1</sup>International Association of Chiefs of Police, *National Summit on Intelligence: Gathering, Sharing, Analysis, and Use after 9-11* (September 2008), 21, <http://www.theiacp.org/LinkClick.aspx?fileticket=0CTTgvc%2fcuc%3d&tabid=36> (accessed January 12, 2010).

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# Resource Typing and the FEMA Law Enforcement Working Group

By Dwight Henninger, Chief of Police, Vail, Colorado, and Member, IACP Homeland Security Committee

*A natural disaster or a planned event did not go as intended, and you had to request resources from outside agencies. Did you get what you asked for, or did the telephone game ruin your request? Does your state have an in-state mobilization plan? Who is considering law enforcement's interests inside FEMA?*

Emergencies can happen at any time, so addressing issues of mutual aid and mobilization must be done before a crisis. The National Incident Management System (NIMS) Law Enforcement Working Group (LEWG) is made up of law enforcement professionals, within police departments and sheriff organizations of all sizes, with large-scale incident experience at the local, state, tribal, and federal levels. This group offers its recommendations to FEMA for defining resources (equipment and team structures) and personnel qualifications in support of law enforcement mutual-aid response.

## The Law Enforcement Patrol Strike Teams Typed Resource Definitions

LEWG's most recent work product is the Law Enforcement Patrol Strike Teams (LEPST) typed resource definitions, which address the minimum staffing and equipment standards for a general patrol function during a natural disaster, critical incident, or terrorist act.

Resource typing prevent miscommunication when used by both the requesting and providing agencies. This information must be available to incident commanders and emergency operations center personnel who will be asking for this type of assistance.

The use of typing standards simplifies and speeds the process of ordering and

sending law enforcement mutual aid from state to state; rather than creating each request from scratch in the heat of battle, a state requesting assistance may simplify and speed its requests by using the "menu" of pretyped/predefined resources. This ensures appropriate resources are dispatched to fill the requirements at the incident and reduces the chance of miscommunication during disasters.

The LEPST table was released on an interim basis for the 2009 hurricane season, and FEMA is requesting feedback from the law enforcement community on how to improve this resource definition before it issues final guidance.

The LEPST comprises organized groups of officers and/or deputies prepared to be called out to assist another jurisdiction or affected area when more law enforcement resources are needed to conduct traffic control, general law enforcement patrol, perimeter security, or other nonspecialized law functions.

These preset LEPST teams will be of great value in rapid response to mutual-aid requests at the state or national level. An analysis of Emergency Management Assistance Compact (EMAC) state-to-state mobilizations for hurricanes Katrina, Rita, and Ike revealed that over 80 percent of mutual-aid requests for law enforcement assistance were for nonspecialized law enforcement resources.

To make it easier for law enforcement agencies to get the assistance they need, the National Emergency Management Association (NEMA) produced a fact sheet on law enforcement EMAC deployments, an effective starting place for officers who are ready to respond to a multiple-day response.

The LEPST and other specialized law enforcement resources have been defined/typed and are posted on the FEMA Resource Center Web site at <http://www.fema.gov/>

[pdf/emergency/nims/508-6\\_Law\\_Enfor\\_Secur\\_Resources.pdf](http://www.fema.gov/pdf/emergency/nims/508-6_Law_Enfor_Secur_Resources.pdf):

- Bomb squad/explosive teams
- Law enforcement aviation-helicopters-patrol and surveillance
- Law enforcement observation aircraft (fixed-wing)
- Mobile field force law enforcement (crowd control teams)
- Public safety dive team
- SWAT/tactical teams

Many other public safety disciplines have typed resources that may cross over to other first responders typing: mobile command and communications vehicles, search-and-rescue teams, telecommunicator emergency response task forces (911/dispatch functions), and incident management resources. Check with your state and [FEMA.gov](http://www.fema.gov) for further information.

## The EMAC System

Once your state, tribe, region, or jurisdiction has identified, typed, and trained your mutual-aid resources, you must have a system to mobilize them. At the national level, this is the EMAC system, a congressionally ratified compact established by the NEMA that provides form and structure for state-to-state mutual aid.

Through EMAC, states can request and receive assistance from other states using resource typing standards to effectively ensure the right resources are requested, sent, and reimbursed. "Hurricanes Katrina and Rita together generated a total of 2,181 mission requests resulting in 65,929 personnel deployed from 48 States, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands."<sup>1</sup>

States have many variations of in-state mobilization preparedness, some more robust than others. FEMA has funded the International Association of Fire Chiefs (IAFC) to provide technical assistance to state fire chiefs associations to develop and exercise in-state mobilizations plans. If unaware of a state's plan, visit the IAFC Web site at <http://www.iafc.org/display.common.cfm?an=1&subarticlenbr=391>, contact the state fire chiefs association to see if law enforcement has participated in these planning efforts, or contact the state office of emergency management and ask about in-state mutual-aid and mobilization plans.

## Conclusion

Law enforcement must participate in these plans and exercises to adequately address law enforcement issues, such as jurisdiction, authority, and reimbursement.

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When the interim guidance from FEMA on Patrol Strike Teams becomes finalized, consider forming, equipping, and training a team in your jurisdiction or region.

If you have a unique team or resource that differs from the existing typed resources, and you believe it could be useful in state-to-state mutual aid, EMAC offers guidance on mission-ready packages, the mechanism that allows states to pre-identify resources that other states might find useful during disasters, but are not already typed. This guidance can be found at <http://www.emacweb.org/?1555>. ♦

*If you have questions or input for the FEMA on LEWG or any other law enforcement issue, please contact Chuck Eaneff, FEMA's Deputy Director of Law Enforcement at [Chuck.Eaneff@dhs.gov](mailto:Chuck.Eaneff@dhs.gov) or at 202-646-3147.*

**Note:**

<sup>1</sup>Emergency Management Assistance Compact (EMAC) 2005 Hurricane Season Response After-Action Report, EX-1, <http://www.emacweb.org/?1455> (accessed January 26, 2010).

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# NEW MEMBERS

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

The full membership listing can be found in the members-only area of the IACP Web site ([www.theiacp.org](http://www.theiacp.org)).

## \*Associate Members

All other listings are active members.

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

Bruce M Carlin, Director of Security, Harford County, Maryland

Anthony V. Federico, Chief of Police, Princeton Borough Police Department, Princeton, New Jersey

Michael V. Quick, Major, Oklahoma County Sheriff's Office, Oklahoma City, Oklahoma

Leland J. Shackleton, Chief Law Enforcement Officer (ret.), Yosemite National Park, Yosemite, California; Mariposa, California

Robert L. Suthard, Suthard Associates, Midlothian, Virginia (life member)

Patrick D. Yatsevich, Captain, Windham Police Department, Windham, New Hampshire

# Product update

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Earthcam announces Work Zone Safety - Traffic Management System. The system provides traffic monitoring, archiving, and automatically generated information for public travel time estimates and alerts. It also documents traffic patterns and shares information. It includes a new heavy-duty TrailerCam with mounted webcams and multiline

detection sensors. The Mobile Trailer-Cam Advanced is a solar-powered, rugged, wind- and weather-resistant trailer featuring a live robotic dome camera and optional digital detection equipment to monitor and manage traffic flow. It is powered by EarthCam software that features dynamic visualization and flow graphs of density, volume, speed, and vehicle class by lane for up to 10 lanes. Selectable triggers activate roadside message board information and generate e-mail and online alerts.

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Sig Sauer, Inc., puts the revolutionary modularity of the Sig Sauer P250 into one package. The P250 2SUM comes with a full-size, nitron-finished, 9mm P250, and all the components to quickly convert it to the P250 9mm Subcompact, a conceal carry gun. Its serialized modular frame and fire control assembly allow the user to change caliber, grip, trigger, and slide length at will. The 2SUM includes the P250 full-size with



polymer grip, nitron-finished stainless slide with SigLite night sights, an integrated accessory rail in double-action only, one full-size magazine, a P250 Subcompact snag-free polymer grip, nitron-finished stainless slide with SigLite night sights, barrel, and one subcompact magazine.

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### **Protective suit and respirator**

Blauer announces that it has achieved third-party certification of its WZ9435 XRT suit for use with Avon Protection's popular C50 and FM12 respirators. The newly certified combination of Blauer's XRT suit and Avon's respirators is eligible for Homeland Security grant funding. Blauer's WZ9435 XRT suit is a CBRN protective suit made with Gore Chempak selectively permeable fabric. When combined with approved respirators and footwear, the suit is designed to protect the wearer against specified chemical warfare agents and toxic industrial chemicals and materials at concentration levels known to be below IDLH (immediately dangerous to life and health). The XRT suit is designed for missions that require unimpeded user mobility, extended wear requirements, and self-donning capabilities. Avon's

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### **Personal protection firearm**

Smith & Wesson Corp. introduces the Bodyguard 380 semi-automatic pistol, designed in conjunction with Insight Technology to offer consumers a new, lightweight, self-defense firearm with built-in laser sights. It is chambered for .380 ACP and features a high-strength polymer frame with a black, melonite-coated stainless steel slide and barrel; a double-action fire control system; and a smooth trigger pull. It is standard with a 2 3/4-inch barrel, a manual thumb safety, an external take down lever and slide stop, and an integral Insight laser. To activate the laser, users simply operate the push-button design located on the sides of the forward frame.

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### **Crime mapping Web site**

The Omega Group has recently upgraded its Crimemapping.com Web site using ESRI geographic information system (GIS) technology. The

newly improved site is engineered to allow law enforcement agencies to automatically upload crime data for public consumption via the Web. Site visitors view digital maps and have a fast and efficient method to point and click their way to information. People can learn about crime activity near their homes or businesses by subscribing to Crime Alerts' automated e-mail notifications. The service is free to the general public. Citizens can scroll over an incident icon—such as a DUI or burglary—to view more information on the specific incident.

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### Winners of the Traffic Safety Grant

All Traffic Solutions is pleased to announce the winners of the Traffic Safety Grant—an award of a radar speed display to the schools that best identify traffic safety issues on or near their campuses and clearly articulate how data captured by a radar speed display could significantly improve the safety of their communities. All K-12 schools in the nation were eligible to apply. Because of the high quality of the applications, two

grants were awarded: one to Eustace Independent School District in Eustace, Texas, and the other to Lee County School District in Fort Myers, Florida. Public ceremonies of the grant awards are being scheduled for the spring.

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### Clip-on holster

Safariland, a BAE Systems line of business, announces that three of its best-selling concealment designs will now be offered with an integrated belt clip. The clip-on versions—the Model 569, the Model 5189, and the Model 6379—all feature the Safariland 745BL Belt Clip for easy attachment and detachment from the belt. The Model 569 concealment holster provides flexibility for officers who carry a range of concealable weapons by providing four pistol and four revolver fits that can accommodate more than 100 different firearms. It features a suede lin-



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### Satellite data transceiver

Iridium Communications Inc., introduces the Iridium 9602 satellite data transceiver, which is a full-duplex short-burst data (SBD) transceiver designed for embedded applications. The product features built-in GPS input/output ports designed to permit system integrators to interface with an external GPS receiver, using a single dual-mode L-Band antenna for GPS and Iridium SBD. The duplex data links permit two-way communications to and from remote devices, allowing users to reprogram the unit, adjust its reporting intervals, and send on-demand queries for specific data updates. It also enables first responders and search-and-rescue authorities to respond to emergency distress signals from personal location and tracking devices. ♦

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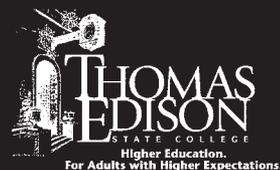
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## Suspicious Activity Reporting: An Overview for Chiefs

# Engaging Untapped Local Law Enforcement and Private Industry Capabilities to Fight Crime and Terrorism



By Lee Colwell, President, Pegasus Research Foundation, Little Rock, Arkansas, and Dennis Kelly, Project Executive, Pegasus Technology Consortium, New Orleans, Louisiana

Every law enforcement agency has an obligation to report suspicious activity and monitor suspicious activity reports made by other agencies.<sup>1</sup> Fortunately, law enforcement executives can implement suspicious activity reporting and monitoring at any local or tribal law enforcement agency regardless of size. The process involves taking some technical steps and refining some law enforcement business processes, but it need not be a burden. This article is intended to provide chiefs—especially those from rural and smaller agencies—with information that can help them make informed decisions about participating in the Nationwide SAR Initiative (NSI).

Law enforcement can participate in the NSI by making and monitoring suspicious activity reports, or SARs. There are compelling reasons for local agencies to access and monitor SARs through a secure portal like Law Enforcement Online (LEO); Regional Information Sharing Systems (RISS); or Pegasus, acting as a trusted identity broker, as federal planners anticipate. While local agencies may each individually implement suspicious activity reporting, the implementation required for

reporting will be a technical and resource challenge for many local agencies, especially rural and smaller agencies. For this reason, the NSI and its federal partners, including the International Association of Chiefs of Police, are focused on providing training and resources to state, local, and tribal law enforcement executives, analysts, and line officers.

### What Is a SAR?

A SAR is “a report used to document any reported or observed activity, or any criminal act or attempted criminal act, which an officer believes may reveal a nexus to foreign or domestic terrorism. The information reported in a SAR may be the result of observations or investigations by police officers, or may be reported to them by private parties.”<sup>2</sup>

The SAR process “focuses on what law enforcement agencies have been doing for years—gathering information regarding behaviors and incidents associated with crime and establishing a process whereby information can be shared to detect and prevent criminal activity, including that associated with domestic and international terrorism.”<sup>3</sup>

The purpose is to provide an “all-crimes approach to gathering, processing, reporting, analyzing, and sharing” suspicious activity information by law enforcement agencies,<sup>4</sup> especially at the local level where most policing takes place. Development of the SAR process has been largely driven by law enforcement,<sup>5</sup> with overall coordination provided by the Office of the Program Manager, Information Sharing Environment (PM-ISE) within the Office of the Director of National Intelligence (ODNI), the federal agency responsible for developing the Information Sharing Environment (ISE).

### Suspicious Activity Reporting Technical Processes

Implementing NSI business processes<sup>6</sup> and activities in front-line law enforcement agencies will involve five technical and business process steps specified in the SAR technical documents:<sup>7</sup>

1. Information Acquisition: the mostly technical processes to enable field interview reports and field incident reports to be further processed by the owning law enforcement agency.

2. Organizational Processing: decision making by law enforcement managers regarding what information to send to a fusion center or other SAR analyst.<sup>8</sup>
3. Integration and Consolidation: the technical process of making the owning agency's potential SAR information available for integration in the ISE.
4. Data Retrieval and Distribution: mostly technical activities that will allow local, tribal, and state agencies and other ISE participants to receive or retrieve ISE-SARs from across the ISE population.
5. Feedback: steps to capture feedback designed to improve the overall quality and effectiveness of the ISE-SAR process.

### SAR Business Process

Figure 1 represents the business processes involved with suspicious activity reporting. Key points are as follows:

1. New SAR processes are built on existing law enforcement foundations. Existing law enforcement and information exchange processes, represented by the top half of figure 1, are the foundation for new SAR processes, represented by the bottom half of figure 1. Existing processes are linked to the new processes by the SAR technical standard.
2. A terrorism nexus is required. ISE-SAR relates only to terrorism-related activities; suspicious activities must be evaluated and judged by trained personnel to have a terrorism nexus before they advance in the ISE-SAR process.
3. Raising awareness and training are keys. Suspicious activity reporting begins as part of the traditional and routine law enforcement activity of law enforcement personnel—which may be triggered by an observation by a law enforcement officer, a citizen observer, or by someone in private industry. The SAR process relies on training observers to recognize suspicious activity and making everyone aware of the importance of reporting suspicious activities.
4. The SAR process engages a largely untapped resource: 800,000 law enforcement officers nationwide. SAR processes are designed to work for law enforcement agencies of all sizes, regardless of the state of development of their law enforcement intelligence functions. Many rural and smaller agencies must be engaged if the untapped resource of 800,000 law enforcement officers across the nation is to be engaged in suspicious activity reporting and monitoring.
5. The process involves the appropriate sharing of suspicious activity reports

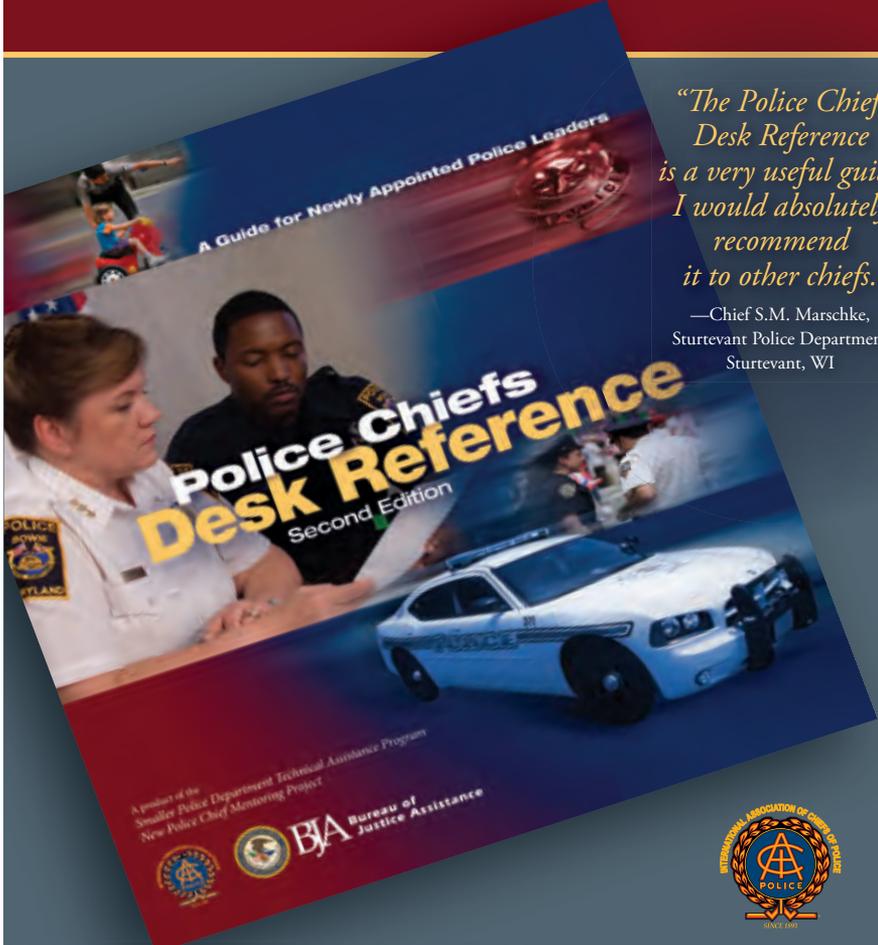
by appropriate means. After internal vetting by SAR-trained personnel, law enforcement records management systems managers and trained private industry personnel feed data judged to meet requirements for suspicious activity reporting to the FBI Joint Terrorism Task Force and fusion center systems for review and decision making before the data are included in the ISE-SAR system. After legal and policy reviews, federal entities have indicated that the NSI

is not an intelligence project, which means the sharing process is not governed by 28 C.F.R. 23.

6. SAR monitoring and feedback complete the picture. Figure 1 describes the principal steps of suspicious activity reporting. The NSI processes also include a follow-on step, SAR feedback, which enables local law enforcement to ask whether anyone else found anything in the reports, whether anyone else used them, and how to follow up on

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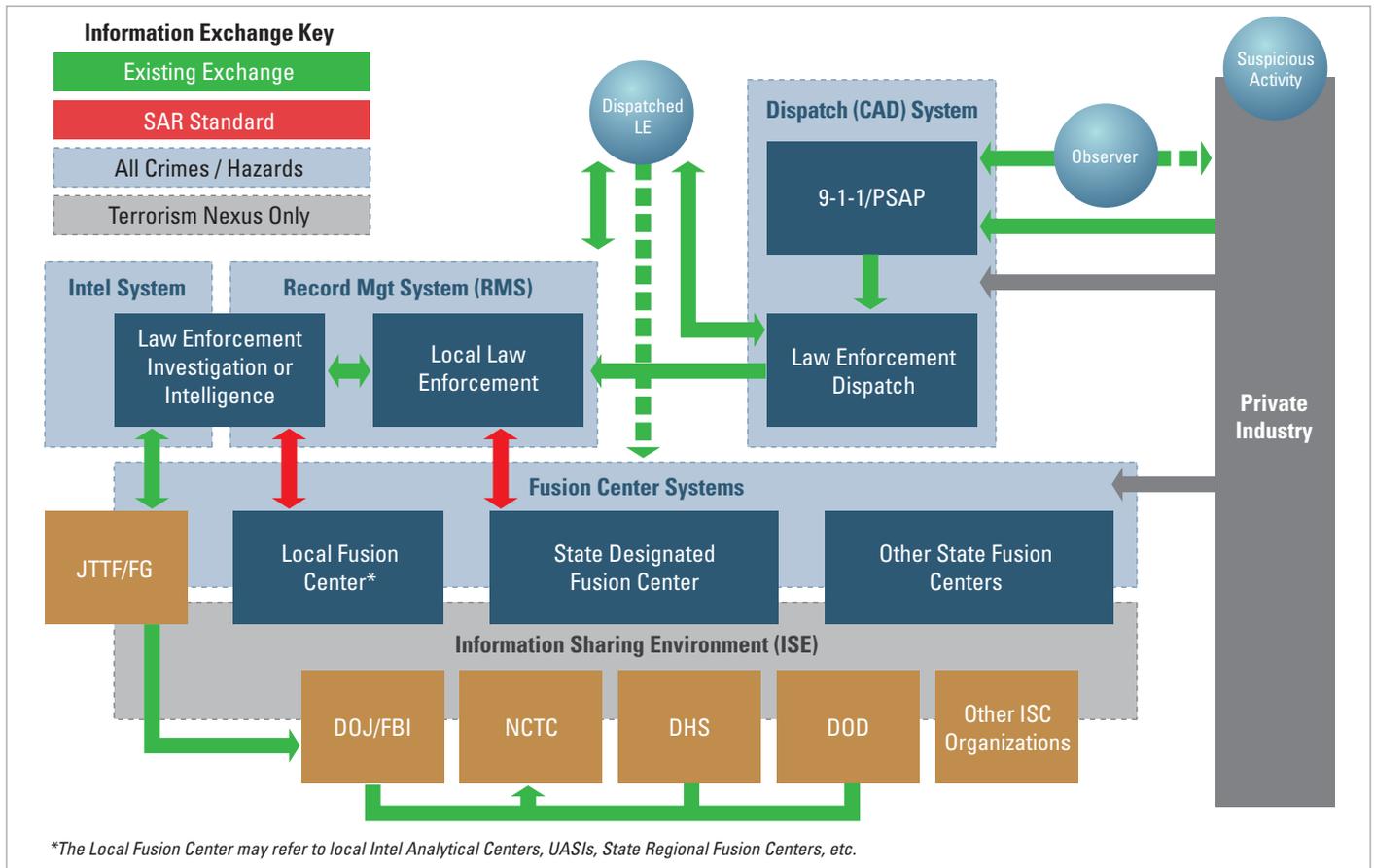
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Figure 1: SAR Business Processes



Source: IJIS Institute, Suspicious Activity Report (SAR) for Local and State Entities Information Exchange Package Documentation (IEPD), version 1.01 (revised Jan. 2009).

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information it owns using information from other agencies. SAR monitoring, the function for accessing SARs, can be enabled by secure portals such as LEO, RISS, and Pegasus, which can act as trusted identity brokers and provide an entry point to the SAR search tool located at [www.ncirc.gov](http://www.ncirc.gov).

### Private Industry Engagement in the SAR Collection Process

The NSI is designed to engage two key and largely untapped resources in the suspicious activity reporting and monitoring process: all law enforcement agencies, regardless of size,<sup>9</sup> and, through those agencies, private industry and other stakeholders in their communities. "Incorporating outreach to the public, law enforcement, and the private sector in the collection process is important to the success of the program."<sup>10</sup>

Private industry eyes and ears can act as force multipliers for law enforcement, and the NSI creates opportunities for law enforcement to collaborate with private industry. A number of ways to engage private industry have been recommended, including the following:

- Routing reported suspicious activities through one of the nation's 72

recognized fusion centers whose staff have been trained in vetting such information and ensuring necessary privacy considerations.

- Coordinating with "appropriate entities to ensure that SARs are made available to and from appropriate agencies/organizations," including the FBI InfraGard Program<sup>11</sup>
- Developing a private sector outreach program,<sup>12</sup> including private industry outreach materials<sup>13</sup>
- Developing an online tips system that private industry and others can use to report suspicious activity to the law enforcement agency for evaluation<sup>14</sup>
- Using a liaison officer program to help foster trust and teach private industry how to recognize and report suspicious activity<sup>15</sup>
- Communicating to the private sector through a daily report with redacted sensitive information<sup>16</sup>

Private industry is affirmatively looking for ways to form partnerships with law enforcement. The Pegasus Program and the InfraGard National Members' Alliance, the FBI's public-private alliance for the critical infrastructure sector, have developed a strong strategic partnership

on identity management and credentialing and have begun efforts to expand that relationship into other areas, including the NSI.

### Success Stories

The Los Angeles Police Department, which spearheaded the SAR initiative and brought it to national prominence,<sup>17</sup> has reported a number of success stories in its initial SAR implementation.<sup>18</sup> Here are a few:

- An LAPD motor officer conducting a traffic stop noticed that a driver appeared extremely nervous and was unable to answer routine questions. Upon discovering an expired international driver's license, the officer called the department's counterterrorism division and learned that the vehicle was of interest. As a result, an LAPD officer completed a SAR.
- After a citizen returned a purchased sink to a Home Depot outlet, a store employee discovered a detailed diagram of an airplane cockpit on the packaging of the returned sink. LAPD officers responded to the scene, booked the evidence, and completed a SAR.

- An LAPD officer conducting a traffic stop on a vehicle driving erratically found that the driver had multiple passports, had an outstanding felony warrant, and was on probation. When the vehicle was impounded, police found \$10,000 in cash and multiple credit cards in multiple names. A counterterrorism officer completed a SAR.

### Implications for Front-Line Law Enforcement Leaders

The Major Cities Chiefs Association has been deeply engaged in the development of the business processes and policies behind suspicious activity reporting.<sup>19</sup> As a result of leadership by the Los Angeles Police Department, the Major Cities Chiefs Association, and others, local law enforcement has helped refine the policies that control suspicious activity reporting to ensure that those policies are respected in implementation. As a result, chiefs can be reasonably assured that local law enforcement's concerns have been addressed in the process design.

Although driven by big-city police leaders, suspicious activity reporting is not just for the nation's largest agencies. Rural, tribal,

**An estimated 3 percent of field interview reports contain information with intelligence value.**

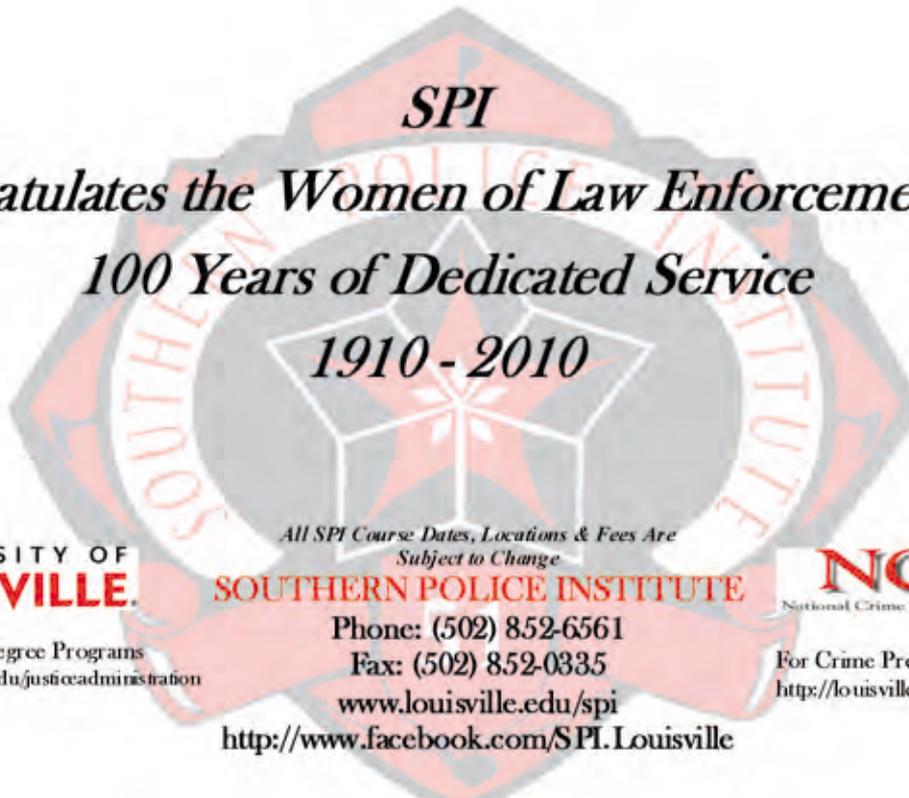
and smaller law enforcement agencies play a key role in protecting the nation against crime and terrorist threats.

- Many rural and smaller agencies protect significant components of the nation's critical infrastructure—highways, bridges, dams, pipelines, and telecommunications and electric utility generation and distribution facilities.
- Timothy McVeigh,<sup>20</sup> Ted Kaczynski,<sup>21</sup> the September 11 hijackers,<sup>22</sup> and other terrorists in many recent U.S. cases have lived in, worked in, traveled through, and sometimes carried out their crimes in rural areas.
- Significant national crime threats move easily between urban and rural areas. Meth labs and drugs sold on the street in urban and suburban areas originate in or travel through rural areas to get to the consumer. Large

urban gangs have begun to establish rural franchises. And antigovernment militias and activists all too often have home bases in rural areas far from population centers.

- Indian Country is largely rural. Because of the unique legal status they enjoy and especially because some tribes occupy large areas along or close to the Southern and Northern borders, tribal law enforcement agencies are a vital part of the nation's law enforcement and homeland security fabric.

For these reasons, and others, rural and smaller law enforcement agencies and tribal police must be actively engaged in the NSI. Secure portals such as LEO, RISS, and Pegasus will not host SAR information but can act as trusted brokers for law enforcement agencies and tribal police



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## The SAR process engages a largely untapped resource—the 800,000 law enforcement officers in the United States.

nationwide. They provide an entry point for the SAR search tool, located at [www.ncirc.gov](http://www.ncirc.gov).

In considering whether and when to implement suspicious activity reporting, chiefs and members of their command staff should be aware that, in addition to technical enhancements that they or a shared service like Pegasus may be able to provide, suspicious activity reporting and monitoring will require some refinement of law enforcement business processes—new or different activities that officers and managers do daily—and some training of officers and managers. Participating law enforcement agencies must be willing to change some business processes. And most front-line agencies will probably need some technical assistance to help them refine their processes and train officers and managers on the new processes. To facilitate implementation if and when an agency is ready, the NSI has developed SAR training for all levels of law enforcement—including chief executives, analysts, and line officers.

Chiefs should be especially aware of the benefits of reusing technical implementations, business process documentation, and training materials.<sup>23</sup> Because the NSI is built on National Information Exchange Model standards, records management system vendors will have the benefit of creating one compliant upgrade for their system for SARs—and front-line agencies should be able to realize the benefit of reusing that upgrade.

Importantly, while the technical infrastructure requirements are significant, it appears that the new business processes are not burdensome. The officer needs to fill out a form completely and well, and the manager reviewing the report needs to ask a new question: Should this be reported as a possible SAR?

Field interview and field incident reports identified by front-line agency managers as possibly suspicious will be sent to state or federal fusion centers or other analysts for a determination that the information meets federal guidelines for classification as a SAR. It seems likely that only a small percentage of field interview and field incident report information will be reported by front-line agency managers. Every decision to report an item of information will be made by the owning agency managers—with no independent federal or system access to or ability to review the universe of front-line agency information.

Several years ago, intelligence experts estimated that 3 percent of field interview reports contain information with intelligence value, making them a valuable law enforcement resource that is seldom used in the fight against crime and terrorism.<sup>24</sup> In this connection, the NSI processes do not involve federal intelligence systems or personnel trolling through massive

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quantities of information collected by local or tribal law enforcement; intelligence analysts will have access to only those few field interview and field incident reports that local, tribal, and state law enforcement managers affirmatively decide to share with state and federal authorities. This key design feature should give chiefs and their command staffs some comfort about participating in suspicious activity reporting. In effect, it automates and creates a standard format to enable front-line decision making.

Finally, chiefs and their command staff should understand that the privacy aspects of SARs have been carefully thought through. As chiefs know, some critics question the need for any laws and procedures that might represent an erosion of citizen privacy rights. Accordingly, some agency leaders are avoiding taking any steps that might compromise their control of their own information.

It is apparent from a technical analysis of the NSI documentation that the ISE Program Manager and others involved in the NSI policy decisions carefully considered the comments of the IACP, the Major Cities Chiefs Association, the National Sheriffs' Association, and other law enforcement associations regarding these concerns, and they designed a process that respects those privacy considerations.

### Conclusion

With an understanding of the NSI processes, chiefs and members of their command staff can feel comfortable engaging in an informed discussion of the SAR process with individuals and organizations questioning the continued need for procedures like SAR reporting. They can also be comfortable that reporting suspicious activity does not conflict with local agency efforts to control their own information and to protect citizen privacy rights. And they can feel comfortable that, if they themselves

make informed decisions about implementing the SAR process, the information they own and control is being properly used by them to protect the public they serve. ❖

### Notes:

<sup>1</sup>"All agencies, regardless of size, have a responsibility to develop and implement a process for gathering, processing, reporting, analyzing, and sharing suspicious activity information within their jurisdiction." Major Cities Chiefs Association et al., *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project* (June 2008), 14 (hereinafter cited as Major Cities Chiefs Report).

<sup>2</sup>Ibid., 36.

<sup>3</sup>Ibid., 1.

<sup>4</sup>Ibid.

<sup>5</sup>Initial recommendations for the SAR process were developed by the Bureau of Justice Assistance, U.S. Department of Justice; the Major Cities Chiefs Association; the Global Justice Information Sharing Initiative; the Criminal Intelligence Coordinating Council; the U.S. Department of Homeland Security; and the Federal Bureau of Investigation.

<sup>6</sup>The ISE Functional Standard for Suspicious Activity Reporting was recently updated to incorporate feedback from law enforcement and from privacy and civil liberties advocates. The updated standard inserts new processes and clarifying language intended to help fight crime while being protective of privacy and civil liberties concerns. The updated standard now separates behaviors that could be observed as suspicious into two categories: defined criminal activity with a potential link to terrorism, and others that are potentially criminal or non-criminal activity that requires additional support to be considered a SAR. The updated standard clarifies that the type of activity that requires additional support includes taking pictures or video of facilities in a way that arouses suspicion, having unusual amounts of weapons or explosives, or demonstrating unusual interest in buildings or infrastructure.

<sup>7</sup>This discussion necessarily borrows heavily from the ISE-SAR documentation, which should be consulted for additional information.

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See ISE Program Manager, *Information Sharing Environment (ISE) Functional Standard (FS) Suspicious Activity Reporting*, version 1.5 (ISE-FS-200; May 21, 2009). See also <http://www.ise.gov/pages/ctiss.html>.

<sup>8</sup>Note that additional processes have been inserted in the latest version of the ISE Functional Standard, to make it more responsive to privacy and civil liberties concerns. See note 6.

<sup>9</sup>See note 1.

<sup>10</sup>*Major Cities Chiefs Report*, 3.

<sup>11</sup>*Ibid.*, 15.

<sup>12</sup>*Ibid.*, 3.

<sup>13</sup>*Ibid.*, 22.

<sup>14</sup>*Ibid.*, 16.

<sup>15</sup>*Ibid.*, 22.

<sup>16</sup>*Ibid.*, 23.

<sup>17</sup>See *Major Cities Chiefs Report*, i.

<sup>18</sup>See "Suspicious Activity Reporting," a presentation by Joan T. McNamara, Commander, Assistant Commanding Officer Counter-Terrorism and Criminal Intelligence Bureau, Los Angeles Police Department, <http://www.it.ojp.gov/docdownloader.aspx?ddid=1062> (accessed August 3, 2009).

<sup>19</sup>See *Major Cities Chiefs Report*, supra.

<sup>20</sup>Lou Michel and Dan Herbeck, *American Terrorist: Timothy McVeigh and the Tragedy at Oklahoma City* (New York: Avon Books), 59.

<sup>21</sup>U.S. Federal Bureau of Investigation, "Headline Archives: FBI 100: The Unabomber," [http://www.fbi.gov/page2/april08/unabomber\\_042408.html](http://www.fbi.gov/page2/april08/unabomber_042408.html) (accessed October 7, 2009).

<sup>22</sup>On various dates between June 2000 and August 2001, alleged 9/11 hijackers Mohammed Atta, Marwan al-Shehhi, and Nawaf al-Hazmi, along with convicted 9/11 conspirator Zacarias Moussaoui, traveled and engaged in various activities in and around Norman and Oklahoma City, Oklahoma, including attending a flight school, opening bank accounts, joining a gym, making inquiries about starting a crop-dusting company, receiving money order wires, and purchasing knives. *United States v. Moussaoui* - Indictment, United States District Court for the Eastern District of Virginia, Alexandria

Division, December 11, 2001, paragraphs 19, 45, 46, 48, 49, 53, 65, 67, and 68, <http://www.usdoj.gov/ag/moussaouiindictment.htm> (accessed October 11, 2009).

<sup>23</sup>For a discussion of the benefits of standards and reuse, see IJIS, *SAR for Local and State Entities IEPD (version 1.0): Reference Document* (revised January 17, 2009), 8-9.

<sup>24</sup>Dale Watson, former FBI executive assistant director in charge of counterterrorism and counterintelligence, personal communication, October 22, 2004.

**Lee Colwell, D.P.A.**, is president of the Pegasus Research Foundation. Dr. Colwell, a Life Member of IACP, was formerly associate director of the FBI and has been involved in law enforcement at all levels of government over the past 40 years. Colwell holds a doctorate in public administration from the University of Southern California and resides in Little Rock with his wife Barbara.

**Dennis Kelly, J.D., M.B.A.**, is project executive for the Pegasus Technology Consortium. He is an attorney and a member of the National Sheriffs' Association's Ethics, Standards and Accreditation Committee and Legal Advisors Committee. President of the New Orleans Chapter of InfraGard, an FBI-private sector alliance, he is a graduate of the Harvard Business School (M.B.A.) and the University of Virginia Law School (J.D.) and lives in New Orleans.

Dr. Colwell and Mr. Kelly are affiliated with the Pegasus Program, a nationwide program for local-to-local law enforcement information exchange that has a special focus on meeting the information service needs of rural and small local law enforcement agencies.

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# Rethinking the Purpose of Fusion Centers

By Raymond Guidetti, Lieutenant, New Jersey State Police, Newark, New Jersey

**F**usion centers, both individually and collectively, across the United States have begun to assess their purpose as it relates to customer expectations. It has been several years since the concept of fusion centers has taken root nationally and, as expected, the concept has changed considerably from the original vision. Driving many of the changes are the demands of fusion center consumers: law enforcement, homeland security, public safety, and the private sector.

So what function should fusion centers reasonably be expected to perform?

In November 2009, after a six-month review, the International Association of Chiefs of Police (IACP) Homeland Security Committee said fusion centers should do the following:

- Act as principal intelligence enterprise nodes to connect state and local law enforcement, homeland security, and public safety entities to each other and the federal government
- Harness and apply the collective knowledge of their constituents to address issues related to threat and risk
- Assume the leading role in information-sharing initiatives related to law enforcement, homeland security, and public safety issues

The committee followed with a monograph entitled *Razing Expectations: Erecting a Strategic Vision for Fusion Centers*.<sup>1</sup> This article is an adaptation of that monograph.

## Fusing Information to Find the USS *Scorpion*

In May 1968, the USS *Scorpion* failed to return to port at Norfolk, Virginia, after a tour of duty in the Mediterranean Sea. The nuclear submarine was carrying 99 crewmen. Upon learning that the sub was missing, the Navy dispatched a search-and-rescue mission to the *Scorpion's* last known location. The search area extended into the depths of the Atlantic Ocean near the Azores Islands across a 20-mile radius. The task seemed impossible considering the ocean's currents, but not for a Naval officer named John Craven. He demonstrated that harnessing the collective knowledge of people from diverse backgrounds could solve the impossible.

Dr. John Craven was the chief scientist of the U.S. Navy's Special Projects Division. He first created several scenarios of what might have happened to the *Scorpion*.<sup>2</sup> He then brought together a team of experts and asked each one to make a best guess at how likely each scenario was. The results were amazing.

Five months after the sinking of the *Scorpion*, the sub was located within 200 yards of where Craven's team surmised. The team included sailors, mathematicians, and salvage and submarine specialists. The success of Craven's work underpins the notion that collaboration among diverse entities engenders the development of solutions to the world's most difficult problems.

Craven's use of the wisdom of crowds to find the *Scorpion* is essential to the success of fusion centers. The collaboration of interagency and interdisciplinary specialists to tackle problems related to crime, public safety, and terrorism can produce extraordinary results. Of course, the key to this model is unfettered collaboration and the free flow of information to uncover patterns and trends to prevent crime and detect terrorism.

## Early Expectations

In March 2002, as the law enforcement community was still reeling from the September 11, 2001, terrorist attacks, the IACP held an intelligence-sharing summit designed to prepare a framework for intelligence-led policing. Participants started with the belief that by opening the lines of communication among federal, state, and local agencies, intelligence sharing could be increased. The idea that intelligence fusion centers could facilitate intelligence sharing also began to materialize among many in law enforcement and in homeland security. Many suspected that a national fusion center program could augment the intelligence community (IC).

Many assumed the need was a means to address intelligence gaps inside the United States—a new apparatus that could sound the early alarm that terrorists were plotting to carry out additional attacks. State and local intelligence centers would then become prominent fixtures in the IC. The IC would push intelligence down to fusion centers that in turn would act as gatekeepers and pass on information to other state and local entities. These fusion centers could also funnel information from state and local entities back up to the intelligence community. The aim was to connect the proverbial dots and become terrorism early warning watch centers.

Yet, soon thereafter, as the Bureau of Justice Assistance acknowledged, “[T]he intelligence operations of state and local law enforcement agencies often are plagued by a lack of policies, procedures, and training for gathering and assessing essential information.”<sup>3</sup> These shortcomings, along with the limitation of fusion centers to formally integrate into the intelligence community, had prevented them from achieving those early expectations that fusion enterprises would augment U.S. national security.

*The limitation of fusion centers to formally integrate themselves into the intelligence community has prevented them from achieving the early expectation that fusion enterprises would augment national security.*

In November 2007, the IACP hosted a follow-up summit on the critical topic of intelligence. It found that while "state, local, and tribal law enforcement agencies have made great strides in their ability to share intelligence . . . the full benefit of intelligence sharing has not yet been realized because the process itself remains a mystery to many police officers, and some law enforcement executives consider their agencies too small or too remote to participate in criminal intelligence sharing."<sup>4</sup>

Recently, though, the shift of fusion centers from a focus on counterterrorism to an all-crimes, all-hazards, all-threats model has changed the equation. Fusion centers are finding increased relevance among their state and local consumers, and the benefits of information and intelligence sharing are beginning to be realized.

While there is still a maturation process that fusion centers are enduring, this process has been hastened because of the collective insights of several involved entities that include the Global Justice Information Sharing Initiative, the Criminal Intelligence Coordinating Council, the U.S. Department of Homeland Security's Office of Intelligence and Analysis, and the National Fusion Center Coordination Group. The inputs of these

interdependent entities have positioned fusion centers strategically to embrace the innovative perspectives that follow.

### **A Critical Node in the Network**

At last count, there were more than 70 fusion centers spread out across the United States. Some of these centers reside under the purview of specific states, others are regional in perspective, and still others are managed from within major urban centers. Many of these centers have begun acting as the principal intelligence sharing enterprise among their federal, state, and local law enforcement counterparts. This arrangement makes fusion centers critical nodes in loosely organized but structured local information- and intelligence-sharing networks.

Aided by hindsight, practitioners are now seeing the value of this arrangement. It has moved fusion centers well beyond just brokering information for the IC. Instead, fusion centers are raising their value with the constituencies they serve because they can do the following:

- Distill information and intelligence streams for relevancy for their state and local consumers
- Harness information from their state and local partners to provide strategic,

operational, and tactical intelligence

- Provide a level of analytical service to agencies that have none
- Serve as models with regard to protecting privacy and civil liberties in an information-sharing environment

And though there is still much room for improvement, many fusion centers around the country are carrying out these integral processes daily:

- In Los Angeles, a collective effort is under way to report, analyze, and investigate suspicious activity.
- In New Jersey, the fusion center has spearheaded an interagency collective, primarily with local jurisdictions throughout the state, to collect, assess, and produce information and intelligence products aimed at suppressing gun violence.
- In Illinois, the fusion center established a program to enhance information sharing with the private sector to provide tactical and strategic information related to critical infrastructure. The center also provides support to major events and information on violent crimes occurring throughout the state.
- In Las Vegas, the fusion center is leveraging the casino security industry's

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capacity to generate intelligence in an effort to collectively assess threats to critical infrastructure and key resources.

- In Tennessee, the fusion center uses a combination of a statewide consolidated records management system for sharing law enforcement data and suspicious activity reports.
- In San Diego, the fusion center fuses information and intelligence related to cross-border issues and local gang activity to identify current and emerging trends.
- In Florida, the fusion center is augmenting statewide reporting of suspicious activity by providing access to data submissions to include non-law enforcement partners. This has enhanced the collection of suspicious behavior data in order to ferret out threat activity needed to protect Florida's citizens.
- In Minnesota, the fusion center, in order to assist a sheriff's department with a request for information related to outlaw motorcycle gang criminal activity, tapped into the national fusion center network to collect and share criminal intelligence reports.
- In New York, through the integration of infrastructure protection personnel, the fusion center has enhanced its ability to monitor, evaluate, analyze, and report on suspicious activity.

This new arrangement shifts the role of fusion centers from information brokers to intelligence producers. It has harnessed the information streams of individual law enforcement agencies at little cost, while also providing analysis in areas that did not exist before fusion centers. This is the strength of fusion centers—the successful fusion of information that is grounded in constitutional safeguards and privacy protections.

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Today, many fusion centers act as the principal intelligence sharing enterprise among their federal, state, and local law enforcement components.

Enforcement Administration; the Federal Bureau of Investigation; and the Bureau of Alcohol, Tobacco, Firearms, and Explosives come together to exchange intelligence and coordinate enforcement operations. The meeting, hosted by the Jersey City chief of police, is part of a High Intensity Drug Trafficking Area (HIDTA) initiative called VEST, which stands for Violent Enterprise Source Targeting. VEST focuses interagency resources at violent offenders who plague jurisdictions. The Jersey City VEST initiative is one of three others like it in Newark, Perth Amboy, and Trenton, New Jersey.

VEST provides an extraordinary opportunity for individual law enforcement agencies to come together and share information for a common cause: to reduce violent crime and recidivism in a jurisdiction or region. Similar to the phenomenon that John Craven witnessed, bringing together diverse entities with different specialties and tacit knowledge experiences to interact on problems results in greater shared explicit knowledge and creative problem solving.

The wisdom of crowds has already been shown to be the underpinning of successful fusion center operations. Expressed in a different way, the idea is that when agencies pool their resources, under one

roof, the results multiply exponentially. "There are more tools in the analyst's arsenal (data, information, and knowledge) to draw from, while the stakeholder and constituent base amplify."<sup>5</sup> This is occurring at the New Jersey Regional Operations Intelligence Center, which boasts a robust interagency intelligence force consisting of local, state, and federal interdisciplinary entities that come together to produce intelligence products. The results are magnified when the fusion center steps out of its own building and supports local information-sharing initiatives.

Much of the success of the VEST initiatives in New Jersey can be attributed to the sharing by individual participating agencies of a common operating picture of what is occurring in their joint operational environments. The state's fusion center has been responsible for supplying the analysis and intelligence products to create this common operating picture for the decision makers, who range from street-level commanders to executives. Essentially, the fusion center is stepping outside its building and into the local jurisdictions that desperately need crime and intelligence analysis to formulate better crime reduction strategies.

Building a common operating picture requires commanders to support the unencumbered exchange of information and intelligence among intelligence producers and consumers. The successful New Jersey VEST initiatives are enhanced because of the fusion center's interagency intelligence processes. They formalize the concept of collaborative intelligence production through crowdsourcing. The wisdom-of-crowds model aggregates creativity and talent and leverages resources and ingenuity, while reducing the costs and time formerly needed to solve problems.<sup>6</sup>

Another example of crowdsourcing is taking place in Southern California with Operation Stampede. The San Diego Police Department's Criminal Intelligence Unit, in its effort to dismantle the South East Locos criminal street gang responsible for four shooting murders and illegal gun trafficking, collaborated with the San Diego Law Enforcement Coordination Center. The fusion center provided the local intelligence unit with open source information and regional intelligence that helped link gang members to local arsons. The collaborative effort between the intelligence unit and the fusion center led to 31 arrests and the seizure of 44 firearms. More important, the

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intelligence-led operation is credited with reducing the overall violent criminal activity in an area once controlled by criminal street gangs.

### A New Normalcy of Information Sharing

In June 2009, the world witnessed the power of Web 2.0 technologies originating in, of all places, Iran. After the presidential election, the cries of protest from supporters of opposition candidate, Mir Hossein Mousavi, were the most strident in a medium that did not even exist the last time Iran had an election. Twitter, a social networking service categorized as “highly mobile, extremely personal, and very quick,” became the ideal communication enterprise for a mass protest movement. Twitter is simple to use, hard to control, and free of charge.

The thousands of Iranian protesters who used Twitter to communicate their circumstances demonstrated the speed and power of spreading information in a Web 2.0 world. In contrast, every day, interoperability barriers prevent the sharing of routine information in police organizations throughout the United States. Many of these agencies neighbor one another, and the inability

for them to share routine information constrains their capacity for identifying threats and hazards. Interestingly, a central tenet of intelligence-led policing is the ability of organizations to proactively interpret their environments to identify patterns in order to predict threat activity.

Fusion centers are beginning to participate in national programs that facilitate information sharing to interpret the criminal environment. One such program is the Nationwide Suspicious Activity Reporting Initiative (NSI).

The NSI is an outgrowth of a number of separate but related activities over the last several years that respond directly to the mandate to establish a “unified process for reporting, tracking, and accessing suspicious activity reports in a manner that rigorously protects the privacy and civil liberties of Americans,” as called for in the *National Strategy for Information Sharing*. The long-term goal is that most federal, state, local, and tribal law enforcement organizations will participate in a standardized, integrated approach to gathering, documenting, processing, analyzing, and sharing information about suspicious activity.

The NSI requires participants to use technology to integrate routine information

across the nation’s many police agencies. But to truly develop a police culture that can exchange data, information, and intelligence to interpret the criminal environment and address threats and hazards in near real time, law enforcement organizations must make broad changes to the way they manage their information technology. Although there is still much room for improvement with social media technologies, such as the one used by the Iranians to collaborate in response to their elections, in terms of security, law enforcement can learn a great deal from the current applications of social media technologies.

Fusion centers are in a principal position to challenge the old norms that have produced information silos. By assuming a leading role and setting a new stage for information sharing among the nation’s law enforcement community, fusion centers can demonstrate that if they “share everything, anything is possible.” Of course, opening law enforcement information systems requires a high-assurance approach to the government-to-government exchange of sensitive information to ensure that safeguards are in place to protect civil liberties and privacy.

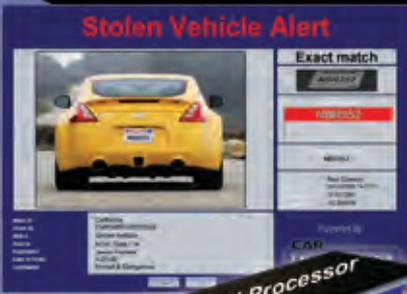
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Once cloud computing becomes available, the benefits derived from increased opportunities for information exchange will be boundless.<sup>7</sup> A new virtual community can enable and harness the knowledge of nontraditional partners to solve crime and homeland security problems. Take, for example, an initiative under way in one fusion center aimed at analyzing shooting incidents. By inviting health professionals and trauma experts to combine their own data about shooting victims, the fusion center can capture the full promise of collaboration. For instance, trauma experts can assign a dollar value, for the cost of emergency

care, for the shooting incidents the police investigate. The comparison of shooting data from disparate communities fuels the public policy debate on the public health crisis involving shooting violence that plagues many cities.

Fusion centers can perform a key function for law enforcement and homeland security by providing platforms needed to advance not just collaboration but also information assurance. By employing Web 2.0 and enterprise technologies, fusion centers can harness disparate information feeds, analyze them, and channel the results to customers who occupy trusted virtual communities.

## Conclusion

The concept of fusion centers has evolved significantly since its inception in part because of the new focus on all crimes and all hazards and because these intelligence enterprises are finding niches slightly different from the original plan. Now, those that manage fusion centers and those that are served by them have an opportunity to reshape the purpose of fusion centers. The maxim "Live the future by planning for it" warrants particular attention for these entities. They are in a critical position to concentrate tomorrow's fusion center efforts on becoming principal intelligence enterprise nodes, harnessing and applying the collective knowledge of their constituents, and assuming the lead role in information-sharing initiatives. When these functions become realized, the value of fusion centers to their constituents will rise exponentially. ♦

## Notes:

<sup>1</sup>The author was a member of the IACP Homeland Security Committee working group that produced *Razing Expectations: Erecting a Strategic Vision for Fusion Centers* (IACP, 2010).

<sup>2</sup>John Surowiecki, *The Wisdom of Crowds: Why the Many Are Smarter than the Few and How Collective Wisdom Shapes Business, Economies, Societies, and Nations* (New York: Anchor Books, 2005), xx-xxi.

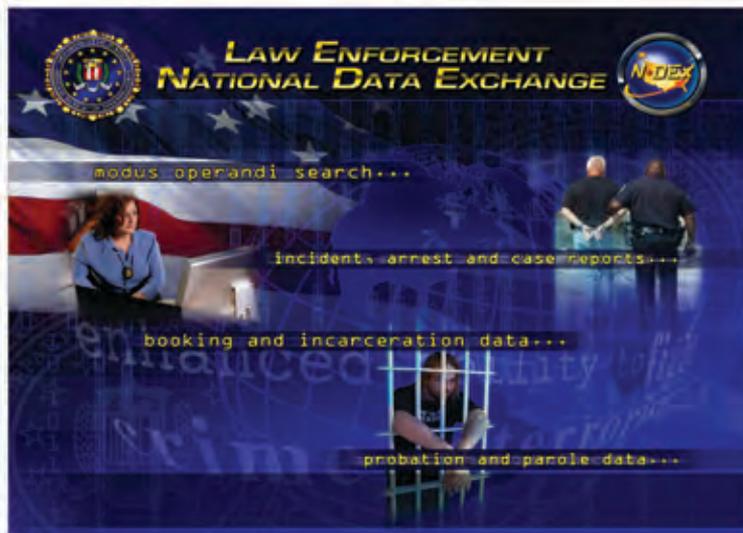
<sup>3</sup>U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, *Intelligence-Led Policing: The New Intelligence Architecture*, by Marilyn Peterson, for the International Association of Chiefs of Police (September 2005), NCJ210681, <http://www.ojp.usdoj.gov/BJA/pdf/IntelLedPolicing.pdf> (accessed January 11, 2010).

<sup>4</sup>"IACP Recommendations to Improve Intelligence-Sharing Capabilities," in "IACP News," *The Police Chief* 75 (November 2008): 70; for more information on the summit, see also International Association of Chiefs of Police, *National Summit on Intelligence: Gathering, Sharing, Analysis, and Use after 9-11*, <http://www.theiacp.org/PublicationsGuides/ResearchCenter/Publications/tabid/299/Default.aspx?id=10> (accessed July 5, 2009).

<sup>5</sup>Ray Guidetti, "Collaborative Intelligence Production," in *Strategic Thinking in Criminal Intelligence*, 2nd ed., edited by Jerry Ratcliffe (Annandale, New South Wales, Australia: The Federation Press, 2009), 224.

<sup>6</sup>Daren C. Brabham, "Crowdsourcing as a Model for Problem Solving: An Introduction and Cases," *Convergence: The International Journal of Research into New Media Technologies* 14 (2008): 75-90.

<sup>7</sup>As David Wyld explains in *Moving to the Cloud: An Introduction to Cloud Computing in Government* (2009), "cloud computing has at its core a single element: computing services are delivered over the Internet, on demand, from a remote location, rather than residing on one's own desktop . . ." Read an online version of Wyld's report at the IBM Center for the Business of Government at [http://www.businessofgovernment.org/publications/grant\\_reports/details/index.asp?gid=347](http://www.businessofgovernment.org/publications/grant_reports/details/index.asp?gid=347).



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### Police Psychological Services Section

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Promotes the exchange of information and training among officers who are responsible for planning and implementing effective public information programs.

### Public Transit Police Section

Promotes meaningful relationships between police executives and cooperative efforts in the implementation of effective police matters and the achievement of an accepted professional status of the police service. Included in this section are gaming enforcement, public transportation, housing authority, airport police, seaport police and natural resources.

### Railroad Police Section

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### Retired Chiefs of Police Section

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### State and Provincial Police Academy Directors Section

Membership is open to individuals currently serving as directors of state and provincial law enforcement training facilities. The section meets annually to exchange information and disseminate proven ideas, plans, and methodologies among members and other organizations interested in enhancing law enforcement training.

### State and Provincial Police Planning Officers Section

Open to sworn and civilian members of planning and research units of state and provincial law enforcement agencies, this section meets in the summer of each year to share information concerning trends and practices in law enforcement. The section maintains a database of current projects in progress, as well as a compendium of information on the status of state and provincial law enforcement agencies.

### State and Provincial Police Retired Officers Section

Open to any member or previous member of the IACP who is, or was, affiliated with an agency belonging to the State and Provincial Police Division and who was of command (lieutenant or above) rank at the time of retirement.

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### Associate Membership

Police officers employed by police agencies below the rank of lieutenant.

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

## Social Media in Policing: Nine Steps for Success

By Lauri Stevens, Department Chair, Web Design & Interactive Media, The New England Institute of Art, Boston, Massachusetts; and Principal at LAwS Communications

Social media tools offer police departments a way to listen to their citizens and hear what is being said about the department, crime, the quality of life, and events. They also offer the department the ability to shape the conversation. With a well-planned strategy for using social media tools, departments can actually increase control of their reputation.

Law enforcement agencies are gradually coming to use social media tools, but some still find it strange. Social media refers to the Internet-based tools that people use to interact with each other. Making sense of all the available Internet tools and methods can seem daunting, but with a little knowledge, a strategy, a department policy, and some determination, law enforcement agencies stand to gain significant benefits by putting their departments into the world of Web 2.0.

In London, England, during the G20 protests in April 2009, journalists used Twitter to report what was happening among the crowd. The British police learned from this experience. Later that year at an English Defence League protest in Birmingham, the police used Twitter to talk to protesters and point them to the department's Web site and YouTube sites. Those sites featured officers telling the protesters the tactics the police would be using and also informing the protesters where they could peacefully protest.<sup>1</sup>

Implementing a social media plan has nine steps:

### 1. Have a Strategy

Plan which tools (Twitter, Facebook, WordPress, MySpace, YouTube, blogs, message boards, podcasts, Ning, Blip.tv, and so on) to

use and how to use them. Each tool has its own attributes, advantages, and disadvantages, so use more than one.

Determine who will be responsible for managing these tools and how many hours to allot for the work. It is essential to plan how to use the tools to enhance the department's message and how the tools will relate to each other. Establish measurements and benchmarks to measure achievement. Develop a timeline for rolling out the new media and have a plan for training all officers on the new media.

### 2. Create a Department Policy

A social media policy is essential, due to the legal risks and management concerns associated with participating in social media. To work, Web 2.0 must be interactive and, hence, will encounter some unexpected risks. For example, if an advertisement shows up on a department's fan page, how does the department avoid the implied product endorsement? How should the department handle rude or libelous comments? Are friends or fans of the department's sites online information subject to open-records laws?

Sites such as Facebook and Twitter have their own terms of use and when users—even police departments—sign up, they must agree to abide by those rules.

Some models are available to assist police departments. The state of Utah has a comprehensive set of guidelines for using its 27 blogs, over 100 Twitter accounts, and more than 860 online services.<sup>2</sup> *Governing.com* reports that the federal government has reached agreement with Facebook, YouTube, Flickr, Vimeo, and blip.tv, resolving the federal agencies' concerns about liability, endorsement, freedom of information, and governing laws.<sup>3</sup> Also, the National Association of State Chief Information Officers is creating guidelines for governments.

Encourage officers to use department-sanctioned social media tools. It is important to issue guidelines describing what is acceptable on the department's sites, as well as guidelines outlining

how officers should behave on non-department-sanctioned social media applications.

### 3. Assign Staff

While these tools cost nothing to use, the cost of assigning personnel to manage and work with the tools remains. Despite the cost, the more individuals in the department working the media tools each day and posting interesting, relevant, and timely information, the better the results.

Someone has to maintain the content flow. Fans or followers need to know the department is serious about giving them useful information. At a minimum, one person overseeing the entire program needs to plan, depending on department size, one to four hours per day, spread over the day—including weekends—to monitor and manage the content going through the department's social media program. That does not necessarily mean that person is the same one who creates all the content. Ideally, other officers at all levels will post content.

### 4. Technology Is Not the Answer

The site or tool must be about the content. The department should engage in social media only when it can regularly provide content. Until then, it is best to wait. Just being on any of these platforms is not enough. As cool as the technologies are, it always comes back to the content.

### 5. Abandon Fear

One of law enforcement's biggest concerns about social media tools is that too much information about the department will get out. However, using social media tools allows the department's voice to be heard, revealing the agency's personality and culture from the inside. For example, the Bellevue, Nebraska, Police Department shares information via Twitter, Facebook, and other social media sites. The department encourages the school resource officers and detectives to keep up with the department's networking sites. The officers know that functioning effectively means they must be able to com-

municate as fast as they can by whatever means possible. All 93 police officers in Bellevue can tweet. "It's neat for citizens to see that their cop is actually human," reports Chief John Stacey.<sup>4</sup>

In Ocean City, Maryland, the department's community outreach includes e-mail, Twitter, Facebook, YouTube, and a blog. The department provides crime prevention information and community-related news in a matter of seconds. Press releases detail current police-involved incidents. The department blog has posts on Internet scams, and citizens are encouraged to add their comments and experiences. Since Ocean City is a beach community with a high number of summer visitors, other postings have addressed such beach-specific topics as heavy rain storms and hurricane season as well as many other topics including bicycle, moped, and scooter safety; sexual assault awareness; pedestrian safety; traffic safety tips; and public transportation.<sup>5</sup> Social media not only allows the police to reach the public, but also allows the public to communicate with the police. Departments using social media report mostly positive feedback, and some negative feedback. Some people will say negative things about the police department, unsolicited and abusive feedback will occur, and the department's intentions will be scrutinized. However, all that negative activity would happen whether the department is using the social media or not. By using social media, departments can at least see what people are saying—and have the opportunity to rebut criticisms and engage the community.

## 6. Do Not Abandon the Effort

If the department creates a social media presence and then walks away from it, the department loses credibility—making future attempts to create such a presence difficult. Be certain that the department's plan is in place, the resources to make it work are available, and the knowledge required for maintaining the effort is ready before starting. The attitude of "build it, and they will come" does not work in an active

social media network. Nothing will make the department look like an amateur more than a Facebook page that has not been updated since the day it was created.

## 7. Avoid Anonymity

All social media tools are meant to enhance communication between humans. Anonymity defeats the purpose of social media. If the department is trying to open communication with citizens, anonymity will backfire. Nothing says the department is unapproachable more than creating an online presence without a name on the content.

Setting up a Facebook page requires a face or faces on the page. Post an identified officer within the department with profile information, and make the page human. The content shared is only good when a real person is standing behind it. Again, the ideal is having several officers regularly participating and contributing.

## 8. Twitter Is Two-Way

Law enforcement agencies seem particularly prone to using Twitter as a one-way communication tool. If the department sets up an account and gets many followers (people who subscribe to receive the department's updates), but never follows any back, then the department cannot have a conversation, nor can it tap into what others are saying. Once twittering begins, continue and follow others. Departments using Twitter have reported receiving good investigative leads from comments made in the social media universe.

## 9. Get Help if You Need It

Get advice from other law enforcement agencies or an expert who knows what tools will accomplish the department's goals. Find somebody who can help plan, implement, and manage the social media program. Train the staff on how to use the tools effectively and encourage them to do so.

Social media tools do not replace anything being done now, especially with regard to any

community outreach initiatives. What they do is tie all initiatives together, ensuring that the messages are saying the same thing and that each tool enhances the other. Creating a presence in these areas is just the beginning. It takes time to build a following. Keep focusing on providing stellar content, follow the plan, work it every day, and the rest will fall into place. ♦

## Notes:

<sup>1</sup>Anna Leach, "Keeping It Virtual," *Jane's Police Review*, December 2009, IACP NET Document #6091414 (accessed January 8, 2010).

<sup>2</sup>"Utah Department of Technology Services," <http://dts.utah.gov/>; see also "Special Report: Great dot-gov Web Sites 2009," *Government Computer News*, July 27, 2009, <http://gcn.com/Articles/2009/07/27/GCN-Great-Gov-Web-Sites-2009.aspx?Page=7> (accessed January 9, 2010).

<sup>3</sup>Tina Trenkner, "Is Social Media a Friend or Foe of Government?" *Governing.com*, January 2010, IACP Net Document #609227 (accessed January 9, 2010).

<sup>4</sup>"IACP Net a Vital Resource for Progressive Nebraska Department," *Net Works Newsletter* 26, no. 1 (Winter 2010), IACP Net Document #609357 (accessed January 9, 2010).

<sup>5</sup>Governor's Crime Prevention Award for Outstanding Proactive Crime Prevention Programs in Maryland, "Community Outreach Email and Social Media Program," Maryland Community Crime Prevention Institute, 2009, IACP Net Document #609033 (accessed January 9, 2010).

Lauri Stevens is Principal of LawS Communications, and Department Chair, Web Design & Interactive Media, The New England Institute of Art, Boston, Massachusetts; "lawscomm" on Twitter and Facebook; blog at [connectedcops.net](http://connectedcops.net); e-mail [lauri@lawscommunications.com](mailto:lauri@lawscommunications.com).

# IACP Social Media Project

In partnership with the Bureau of Justice Assistance, the IACP has launched a new initiative to build the capacity of law enforcement to use social media to prevent and solve crimes, strengthen police-community relations, and enhance services. The IACP will be creating practical tools and resources to enable law enforcement personnel to develop or enhance their

agency's use of social media and integrate Web 2.0 tools into agency operations. For more information on the Web 2.0: Community Policing Online in the 21st Century project, please contact Nancy Kolb, Senior Program Manager, at 1-800-THE-IACP extension 813 or [kolbn@theiacp.org](mailto:kolbn@theiacp.org).

## Leading by Legacy: Leadership and Management Training for Rural Law Enforcement

The International Association of Chiefs of Police (IACP), with support from the Bureau of Justice Assistance, U.S. Department of Justice, recently introduced the Leading by Legacy Program: Leadership and Management Training for First Line Supervisors, Command Staff, and Executives from Rural Law Enforcement Agencies. IACP created the program to meet the unique challenges and needs of rural law enforcement as the agencies strive to provide quality services to the communities. For the past 10 years, the IACP Smaller Police Department Technical Assistance Program has provided training, education, and support to law enforcement agencies serving a population of 50,000 or fewer. Over the course of this time, IACP staff gained an intimate understanding of the resource limitations smaller agencies face, especially during an economic downturn. These limitations can require officers to assume multiple responsibilities for which they may feel ill equipped. Often, the chief executive feels this strain most acutely, which can lead to frequent changes in leadership and a lack of stability within the department.

The Leading by Legacy Program will develop leadership and management training for executives, command staff, and first line supervisors with these challenges in mind. Building future leaders is an essential part of developing stable law enforcement agencies. The goal of the program is to establish a baseline level of leadership and management skills within smaller agencies to promote stability and increase capacity to focus on crime reduction. While the IACP brings significant experience in working with smaller law enforcement agencies, the Leading by Legacy team is dedicated to gathering information on the specific training requests of rural officers in the field. Over the course of two months, the team conducted three focus groups in Fort Worth, Texas; Memphis, Tennessee; and Albuquerque, New Mexico, that involved police chiefs, command staff, and first line supervisors in a conversation around the training needs of their particular departments. Proposed training topics that resulted from the focus group meetings include:

- Personnel management
- Corrective discipline
- Strategic planning
- Organizational design strategy

In addition to on-site trainings and technical assistance, the Leading by Legacy Program will offer distance-learning opportunities in the form of webinars and CD-ROMs to make resources

more accessible for remote departments. The program will deliver a pilot training during the summer of 2010 and will soon begin accepting applications for participants. Information and materials for Leading by Legacy can be found on the following Web page: [www.theiacp.org/LeadingbyLegacy](http://www.theiacp.org/LeadingbyLegacy). Individuals interested in learning more about the Leading by Legacy Program can contact Ben Ekelund, Training Coordinator at 1-800-THE-IACP extension 838 or by e-mail at [ekelund@theiacp.org](mailto:ekelund@theiacp.org).

## Razing Expectations: Erecting a Strategic Vision for Fusion Centers

*Razing Expectations* is a product of the IACP Homeland Security Committee, outlining that fusion centers do the following:

- Act as principal intelligence enterprise nodes to network state and local law enforcement, homeland security, and public safety entities to each other and the federal government
- Harness and apply the collective knowledge of their constituents to address issues related to threat and risk
- Assume the leading role in information-sharing initiatives related to law enforcement, homeland security, and public safety issues

*Razing Expectations* makes the recommendation to fusion centers to revisit their business models to ensure that they are aligned in a manner that will embrace collaboration and information sharing to meet the demands of both the present and future.

To review the publication, visit the IACP Web site at [www.theiacp.org](http://www.theiacp.org).

## IACP Policy Symposium on LPR and Video Technology

The IACP Technology Center is hosting a symposium on two of the fastest growing technologies in law enforcement: video surveillance and license plate reader (LPR) technology. The interactive forum will feature panel discussions and presentations from practitioners and policy makers. It will focus on the important policy and community concerns that are critical to effective implementation of these valuable public safety tools. Topics will include storage and management of video and data, public policy and the protection of privacy, and updates on the latest public safety technologies.

The IACP symposium will take place on Tuesday, March 23, 2010, at the Sands Expo and Convention Center in Las Vegas, Nevada. Participants will receive complimentary exhibit hall passes to the International Security Conference and Expo (ISC West), opening March 24. For more information and registration details, visit [www.theiacp.org](http://www.theiacp.org) or contact [TTAP@theiacp.org](mailto:TTAP@theiacp.org).

## 2009 Law Enforcement Deaths

More than 30 percent of the 2009 fatal law enforcement shootings—15 in all—occurred in just five incidents in which more than one officer was gunned down by a single assailant. These multiple-fatality shootings took place in Lakewood, Washington (four officers); Oakland, California (four officers); Pittsburgh, Pennsylvania (three officers); Okaloosa County, Florida (two officers); and Seminole County, Oklahoma (two officers). The 15 officers killed in these multiple-death shootings were the most of any year since 1981, according to the National Law Enforcement Officers Memorial Fund (NLEOMF).

Overall, fewer U.S. law enforcement officers died in the line of duty in 2009 than in any year in the past half century—an encouraging trend tempered by a disturbing increase in the number of officers who were killed by gunfire, many of them in brutal, ambush-style attacks.

As of December 28, 125 law enforcement officers had died in the line of duty from all causes, a 7 percent reduction from the 133 fatalities in 2008, according to preliminary data compiled by the NLEOMF. The last time officer fatalities were this low was in 1959, when there were 108 line-of-duty deaths.

The overall reduction in law enforcement deaths was driven largely by a steep, 21 percent drop in the number of officers killed in traffic-related incidents. Unfortunately, that achievement was overshadowed by a surge in the number of officers killed by gunfire. According to NLEOMF, 48 officers were shot and killed in 2009, compared to 39 in 2008, which represents a 23 percent increase.

Fifty-six officers were killed in traffic-related incidents in 2009, compared to 71 in 2008. Of the 56 traffic-related fatalities in 2009, 40 died in automobile crashes, 12 were struck and killed by automobiles while outside of their own vehicles, and four died in motorcycle crashes. Even with the decline, however, traffic-related incidents were still the leading cause of officer fatalities for the 12th year in a row.

The average age of the officers killed in 2009 was 39; the average length of their law enforcement service was 10.5 years.

The preliminary 2009 law enforcement fatality data were released by the NLEOMF in conjunction with Concerns of Police Survivors. The report, "Law Enforcement Officer Deaths: Preliminary 2009," is available at [www.LawMemorial.org/ResearchBulletin](http://www.LawMemorial.org/ResearchBulletin).

## National Center for Disaster Fraud to Coordinate Haitian Fraud Complaints

On January 12, 2010, a 7.0 earthquake occurred in Haiti destroying homes and public

buildings. Since the first earthquake, the news media has reported 55 sizable aftershocks, adding to the fear and destruction. The Communications Minister for Haiti reports that as of January 24, the government has buried 150,000 quake victims.

Many people are trying their best to help the people of Haiti. Unfortunately, with this well-meaning help comes fraud.

The National Center for Disaster Fraud (NCDF) is operational and issued warnings about current frauds.

The National Center for Disaster Fraud was originally established by the U.S. Department of Justice to investigate, prosecute, and deter fraud in the wake of Hurricane Katrina. Its mission has expanded to include suspected fraud from any natural or human-made disaster. More than 20 federal agencies participate in the NCDF, allowing it to act as a centralized clearinghouse of information related to Haitian relief fraud.

Local police executives are encouraged to remind the public to apply a critical eye and do their due diligence before giving contributions to anyone soliciting donations on behalf of Haitian victims. Solicitations can originate from e-mails, Web sites, door-to-door collections, mailings, telephone calls, and similar methods.

When communicating with local citizens about donations, remind them about the NCDF guidelines before making a donation:

- Do not respond to any unsolicited (spam) incoming e-mails, including clicking links contained within those messages.
- Be skeptical of individuals representing themselves as surviving victims or officials asking for donations via e-mail or social networking sites.
- Beware of organizations with copy-cat names similar to, but not exactly the same as, those of reputable charities.
- Rather than following a purported link to a Web site, verify the legitimacy of non-profit organizations by utilizing various Internet-based resources that may assist in confirming the group's existence and its non-profit status.
- Be cautious of e-mails that claim to show pictures of the disaster areas in attached files, because the files may contain viruses. Only open attachments from known senders.
- To ensure contributions are received and used for intended purposes, make contributions directly to known organizations rather than relying on others to make the donation on your behalf.
- Do not be pressured into contributing, as reputable charities do not use such tactics.
- Do not give your personal or financial information to anyone who solicits contributions. Providing such information may compromise your identity and make you vulnerable to identity theft.
- Avoid cash donations if possible. Pay by debit or credit card or write a check directly to the

charity. Do not make checks payable to individuals.

The National Center for Disaster Fraud can be reached by phone 866-720-5721, fax 225-334-4707, and e-mail [disaster@leo.gov](mailto:disaster@leo.gov). In addition, suspicious e-mail solicitations or fraudulent Web sites can be reported to the FBI's Internet Crime Complaint Center at <http://www.ic3.gov>.

### Meth Labs

The Kentucky State Police (KSP) released its 2009 methamphetamine lab statistics and report that there were 716 meth labs in Kentucky last year, which is an all-time high for the state, increasing sixty percent over the 2008 totals.

Methamphetamine is not just a problem in Kentucky. Occurrences of meth labs have been on the rise across the country and states are scrambling to find solutions. According to the El Paso Intelligence Center, Kentucky ranks third nationally for the number of meth labs discovered in 2009. Missouri ranks first with 1,537 labs, followed by Indiana with 1,096.

Contributing to meth's popularity is the relatively easy cooking process, the highly addictive nature of the drug, and the ease of obtaining pseudoephedrine. With a small investment consisting of supplies bought from neighborhood stores, dealers can easily cook up hundreds of dollars worth of a drug so addictive, that users quickly descend into an abyss of violence and crime to get their next high.

The development of a quicker, more efficient method for producing meth, called the "one-pot" or "shake-and-bake" method may be partially blamed for this spike. This method leads to a great deal of pressure inside the container and can easily cause an explosion. The mixture of toxic ingredients in this process results in a chemical reaction, which changes the pseudoephedrine into methamphetamine.

Trend analysis in Kentucky and other states show that meth labs are moving into urban areas because of the ease of the one-step method. In 2009, 240 Kentucky meth labs were found in structures that are classified as multifamily dwellings, which include apartment complexes, hotels, and motels. Seventy-four meth labs were found in vehicles, and over 148 labs were found in locations within 1,000 yards of a school. The trend is smaller labs within city limits are escalating while a reduced number of rural labs are increasing their output.

The total cost to KSP last year to remove the 716 reported meth labs totaled \$1,373,825. These costs include the discovery of labs, certified lab responder salaries, removal and transportation of waste from the scene, and hazardous waste disposal fees. This does not include costs to social service organizations, remediation, incarceration, or medical expenses incurred.

For more information, contact Sherry H. Bray, Office of Public Affairs, Kentucky State Police Headquarters, by phone at 502-695-6353. ♦



## 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.

Officer Tina Griswold  
Lakewood, Wash., Police Department  
Date of death: November 29, 2009  
Length of service: 14 years, 7 months

Officer Ronald Owens  
Lakewood, Wash., Police Department  
Date of death: November 29, 2009  
Length of service: 12 years, 5 months

Sergeant Mark J. Renninger  
Lakewood, Wash., Police Department  
Date of death: November 29, 2009  
Length of service: 13 years, 2 months

Officer Greg Richards  
Lakewood, Wash., Police Department  
Date of death: November 29, 2009  
Length of service: 8 years, 2 months

Officer Philip Davis  
Pelham, Ala., Police Department  
Date of death: December 3, 2009  
Length of service: 4 years, 6 months

Deputy Sheriff Adam Michael Mehagan  
Osage County, Okla., Sheriff's Department  
Date of death: December 3, 2009  
Length of service: 10 months

Sergeant Charles Brown  
Martin County, N.C., Sheriff's Office  
Date of death: December 8, 2009  
Length of service: 15 years

Officer Michael Crawshaw  
Penn Hills, Pa., Police Department  
Date of death: December 6, 2009  
Length of service: 2 years, 6 months

Captain Dennis Cagle  
Henderson, Tenn., Police Department  
Date of death: December 13, 2009  
Length of service: 21 years

Trooper Christopher R. Marano  
Arizona Department of Public Safety  
Date of death: December 17, 2009  
Length of service: 3 years, 6 months

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## Rural Fatal Crashes—Reasonable Solutions

This is the second of two columns dealing with Rural Fatal Crashes. The first appeared in the January 2010 issue.

By Richard J. Ashton, Chief of Police (Retired), Frederick, Maryland; and Grant/ Technical Management Manager, IACP

Last month's column defined the scope of rural fatal crashes, which can be mitigated effectively by harnessing the four Es of highway safety: education, emergency medical services (EMS), enforcement, and engineering.

Law enforcement needs both accurate and timely crash data, which then can be analyzed quickly to pinpoint what is causing collisions at particular locations and times. While it can allocate its limited resources to affect these incidents, it also can involve its transportation partners to tackle the engineering challenges of rural roadways and media outlets to educate drivers of problems and forthcoming actions. Agencies might consider maximizing their efforts by targeting simultaneously both crimes and crashes through initiatives such as Data-Driven Approaches to Crime and Traffic Safety (DDACTS), jointly operated by NHTSA, the Bureau of Justice Assistance, and the National Institute of Justice.<sup>1</sup>

Shoulder rumble strips have proven quite effective in preventing roadway departure crashes. They have alerted drivers distracted by alcohol or other drugs, fatigue, or other inattention and simultaneously have afforded law enforcement officers and other roadside workers opportunities to escape imminent danger. Building on their effectiveness, the Washington State Department of Transportation, along with the states of Iowa and Missouri,<sup>2</sup> has achieved success with centerline rumble strips. Washington's analysis of highways before and after their installation yielded a 57 percent reduction in serious injury and fatal crossover collisions.<sup>3</sup>

Improving signage on horizontal curves appears to be another cost-effective approach to reducing deaths. A Federal Highway Administration (FHWA) study of 89 sites in Connecticut, where warning or curve delineation signs were upgraded, and of 139 sites in the state of Washington, where only chevrons were installed, found that the improved demarcation of curves led to "substantial and highly significant crash reductions—injury and fatal (18 percent), dark conditions (27.5 percent), and dark condition lane departure (25.4 percent)."<sup>4</sup> FHWA estimated that the annualized cost per curve would be between \$160 and \$343, depending upon the cost per sign.

The lack of public transportation in rural areas can present significant challenges to both alcohol-impaired offenders and their families. If those convicted are breadwinners and are fortunate enough to still be gainfully employed, they face a catch-22, since they are obliged to support their families, but find themselves without transportation to their jobs. This realistically may encourage those offenders to drive after conviction and driver's license suspension; the prospect of apprehension prior to involvement in a crash may be remote in rural areas. However, ignition interlocks may offer a viable alternative—but by no means a panacea—to individuals in this situation and have been quite successful in New Mexico. Also, police agencies using automated license plate recognition technology might consider programming their units to scan for the registration plates of those on probation for alcohol offenses and mandated to use ignition interlocks, so their whereabouts can be more effectively monitored.

Low-staffing sobriety checkpoints, coupled with saturation patrols, also can demonstrate economically law enforcement's seriousness in addressing the impaired driving problem. Bringing together officers and deputies from smaller rural agencies can promote cooperation and camaraderie and can be a force multiplier. Low-Staffing Sobriety Checkpoints was tailored to provide specific guidance to smaller agencies wishing to implement sobriety checkpoints consistent with their resources.<sup>5</sup> While the Fairfax County, Virginia, Police Department no longer serves a rural population, it institutionalized checkpoints in 2003, essentially using one on-duty officer from each of its eight districts to man weekly four-hour checkpoints or directed patrols coordinated by its Traffic Safety Division at locations recommended by the districts, and remains a viable model for reducing crashes and increasing arrests without incurring overtime costs.

NHTSA predicts that the full implementation of Federal Motor Vehicle Safety Standard 126, requiring the installation of electronic stability control systems by Model Year 2012 in 100 percent of passenger cars, multipurpose passenger vehicles, trucks, and buses with a gross vehicle weight rating of 10,000 pounds or less, will reduce between 42 percent to 55 percent the more than 10,000 deaths each year that result from rollover crashes alone.<sup>6</sup>

Maryland provides a blueprint for emergency medicine, opening in 1960 what would become the R Adams Cowley Shock Trauma Center with the Maryland State Police initiating medevacs in 1969, and inaugurating the first statewide

EMS system in 1973.<sup>7</sup> Significantly, Dr. R. Adams Cowley built the Shock Trauma Center on the "Golden Hour" premise: "There is a golden hour between life and death. If you are critically injured you have less than 60 minutes to survive. You might not die right then; it may be three days or two weeks later—but something has happened in your body that is irreparable."<sup>8</sup>

Other opportunities to considerably improve medical responses in rural crashes are being explored. Focused training, like the Guide For Preparing Medical Directors, a Web-based course aimed at improving the quality of treatment prior to arrival at a medical facility,<sup>9</sup> expands the competence of first responders; and programs, like OnStar by GM's Automatic Crash Response,<sup>10</sup> can determine via global positioning system (GPS) technology the exact location of crashes and can assess the severity of the injuries sustained based upon the type of crash detected, allowing appropriate assistance to be promptly dispatched to precise locations.

Regrettably, there is no silver bullet available to eliminate all fatalities in rural areas. However, past efforts, current developments, and the ingenuity of those embodying the four Es will continue to reduce crashes and save lives. ❖

### Notes:

<sup>1</sup>For additional information, see James H. Burch II and Michael N. Geraci, "Data-Driven Approaches to Crime and Traffic Safety," *The Police Chief* 76 (July 2009): 18-23.

<sup>2</sup>Larry Copeland, "More Motorists Die on Rural Roads," *USA Today*, October 7, 2009.

<sup>3</sup>Washington State Department of Transportation, *The Gray Book*, 34th ed. (August 20, 2009).

<sup>4</sup>Federal Highway Administration, *Techbrief: Safety Evaluation of Improved Curve Delineation*, FHWA publication no. FHWA-HRT-09-046 (August 2009).

<sup>5</sup>NHTSA, Low-Staffing Sobriety Checkpoints, NHTSA publication no. DOT HS 809 999 (April 2006).

<sup>6</sup>NHTSA, *Federal Motor Vehicle Safety Standards; Electronic Stability Control Systems; Controls and Displays* (April 5, 2007).

<sup>7</sup>University of Maryland Medical Center, "Tribute to R Adams Cowley, M.D.," March 27, 2008, <http://www.umm.edu/shocktrauma/history.htm> (accessed November 16, 2009).

<sup>8</sup>Ibid.

<sup>9</sup>Critical Illness and Trauma Foundation, Inc., "Guide for Preparing Medical Directors," <http://ruralemgr.net> (accessed November 12, 2009).

<sup>10</sup>OnStar by GM, OnStar, Plans & Services, "Automatic Crash Response," [http://www.onstar.com/us\\_english/jsp/plans/acr.jsp](http://www.onstar.com/us_english/jsp/plans/acr.jsp) (accessed November 2, 2009).

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Dispatch | Law Enforcement Records | Corrections | Mobile Computing | Field-Based Reporting | Fire Records | Justice Information Sharing

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