

The PoliceChief

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FEBRUARY 2015



Homeland Security

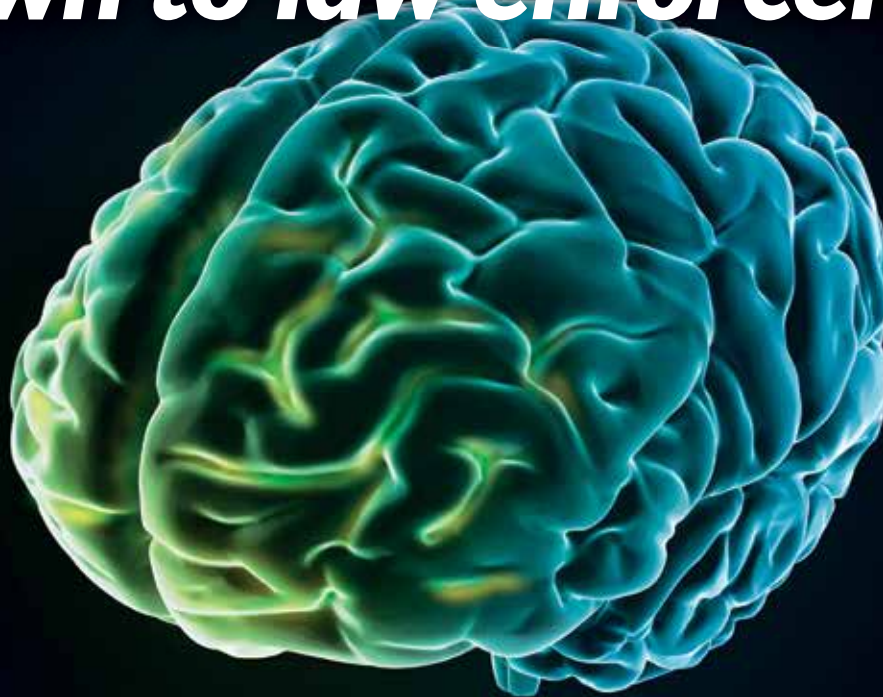
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The Office of Homeland Security came into existence 11 days after the infamous 9/11 terrorist attacks on the United States; since then, U.S. homeland security has garnered attention from U.S. leaders, including those in law enforcement. In recent years, there has been an increased emphasis on the role of collaboration in improving homeland security and the importance of state, local, and tribal agencies in these collaborative efforts.

The Police Chief

FEBRUARY 2015
VOLUME LXXXII, NUMBER 2

The official publication of the International Association of Chiefs of Police, Inc.

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<http://www.policchiefmagazine.org>

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The Police Chief (ISSN 0032-2571) is published monthly by the International Association of Chiefs of Police, 44 Canal Center Plaza, Suite 200, Alexandria, VA 22314-2357, USA; 703-836-6767; fax: 703-836-4543. Periodicals postage paid at Alexandria, Virginia, and additional mailing offices. Subscription rate of \$30 to IACP members is included in annual membership dues of \$120; subscription rate to nonmembers is \$30 per year, domestic and foreign. Single copy, current issue, \$2.50; back issues, \$3, except APRIL Buyers' Guide issue, \$12.50.

POSTMASTER: Send address changes to the Police Chief, 44 Canal Center Plaza, Suite 200, Alexandria, VA 22314, USA.

Canada Post: Publications Mail Agreement #40612608
Canada returns to be sent to Bleuchip International, P.O. Box 25542, London, ON N6C 6B2

NOTE: New subscriptions and changes of address require six to eight weeks to process. Subscriptions begin with next available issue; for backdated subscriptions, place separate order for back issues desired. IACP will not be responsible for replacement of an issue if not notified of nondelivery by the 15th of the third month following the month of issue. Please check address label and promptly mail any necessary changes.

Articles are contributed by practitioners in law enforcement or related fields. Manuscripts must be original work, previously unpublished and not simultaneously submitted to another publisher. No word rate is paid or other remuneration given. Contributors' opinions and statements are not purposed to define official IACP policy or imply IACP endorsement.

Printed in the USA.

BPA business publication membership granted September 1991



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The Global Threat of Violent Extremists

The global threat of terrorism is evolving. Years of concerted effort on behalf of law enforcement and military forces have appeared to reduce the capabilities of terrorist organizations to mount large-scale 9/11-like attacks and have instead led them to shift their tactics to lone wolf, self-radicalized violence.

For example, over the past year, Islamic State of Iraq and the Levant (ISIL) members and supporters have threatened retaliatory violence against the United States, Canada, Western countries, and countries around the globe in response to ongoing airstrikes in Iraq and Syria.

In October 2014, Ottawa, Canada, experienced two separate attacks that resulted in two deaths and three injuries of Canadian military and law enforcement personnel.¹ In December 2014, a lone gunman hostage crisis in Sydney, Australia, resulted in the death of two hostages and the injury of several others.² Most recently, Paris, France, experienced separate but coordinated attacks that resulted in the deaths of 12 people at the satirical newspaper *Charlie Hebdo*, a police officer in a Paris suburb, and four hostages at a kosher supermarket in eastern Paris.³

Ongoing tensions and the ability of ISIL and its supporters to successfully recruit followers has also contributed to further threats from homegrown violent extremists and lone wolf-style attacks. In addition, ISIL English-language messaging has proven its ability to produce sleek, visually appealing propaganda that is received enthusiastically and shared widely by ISIL supporters on social media. The rapid proliferation and impact of this messaging has demonstrated that ISIL propaganda is just as effective as that of al Qaeda, if not more so.

ISIL and its online supporters will almost certainly continue the online campaigns that have gained mainstream media attention and will continue to reach a global audience of potential violent extremists and encourage individuals to commit further acts of violence.

These threats we are facing globally are real, ever growing, and increasingly more dangerous. Our federal counterterrorism partners face an increasing challenge in detecting terrorist plots by individuals or small groups acting quickly and independently. Law enforcement must do everything it can to assist in preventing

and thwarting these attacks. Federal, state, local, tribal, and private sector partners all play a critical role in identifying and reporting suspicious activities and raising awareness.

To effectively identify and counter radicalization to violence, it is essential that law enforcement develop and maintain positive relationships, trust, and transparency with the diverse communities they serve. These relationships take time to form and a sustained effort to maintain. In order to do this, law enforcement must get to know their communities and educate themselves about the customs, history, and religions of the different groups within the communities. In most instances, the onus rests with the police to take the lead and initiate contact with a community and build a relationship.

It is also imperative that collaboration occur and that law enforcement leverage the strength of public and private partnerships. A collaborative, all-hands-on-deck approach will allow law enforcement to utilize resources from the entire community, broadly share valuable information, and increase public recognition and visibility of countering violent extremism initiatives.



**Richard Beary, Chief of Police,
University of Central Florida Police
Department, Orlando, Florida**

Law enforcement can also use social media as a powerful tool to prevent attacks. Social media (e.g., Facebook, Twitter) can be used to remain aware of current community issues and concerns, push out messages to the community, and address questions and concerns in real time.

Law enforcement and its partners can also serve as educators to make the public aware of ISIL and violent extremism efforts. Arming the public with knowledge of efforts will help them to be more cognizant of potential plots and suspicious behaviors within their communities.

I encourage you to take a look at several of the resources that the IACP has for law enforcement agencies related to countering radicalization to violence and the use of community policing strategies at www.theiacp.org/counteringviolentextremism. Those resources include several awareness briefs, various publications, and videos.

The challenges that members of the law enforcement profession are faced with on a daily basis continue to grow. From domestic incidents to larger global threats like ISIL and its supporters, we must continue to remain vigilant in our public safety mission. The best and most effective way to do this is through community policing and partnerships.

Notes:

¹Ashley Fantz, Josh Levs, and Catherine E. Shoichet, "Terrorist' Murdered Soldier 'in Cold Blood,' Canada's Prime Minister Says," CNN, October 23, 2014, <http://www.cnn.com/2014/10/22/world/americas/canada-ottawa-shooting> (accessed January 15, 2015).

²Lincoln Feast and Colin Packham, "Police Storm Sydney Cafe to End Hostage Siege, Three Dead," Reuters, December 15, 2014, <http://www.reuters.com/article/2014/12/15/us-australia-security-idUSKBN0JS0WX20141215> (accessed January 15, 2015).

³Mariano Castillo, "Following the Tangled and Treacherous Trail after France Terror Attack," CNN, January 14, 2015, <http://www.cnn.com/2015/01/13/europe/france-charlie-hebdo-attack-trail> (accessed January 15, 2015).



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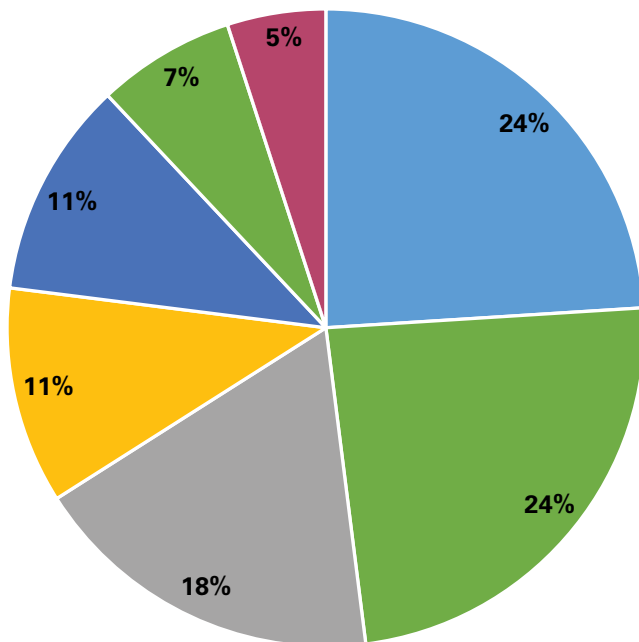


THE DISPATCH

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

MEMBERS SPEAK OUT

In December *Police Chief* asked our readers what they consider the biggest threat to U.S. homeland security. Here's what you told us:



- Cyber attacks/cyberterrorism
- Domestic terrorist organizations
- Border security issues
- International terrorist organizations
- Other
- Natural disasters
- Pandemics

“Border security issues in my mind are the most important. Because the border being loosely guarded lets a huge array of individuals into our country to do whatever they want.”

—Randy Freeman, Chief,
Cascade Police Department, Idaho

“Domestic terrorists—specifically lone/rogue agents—are the greatest unknown to [homeland security]. We cannot adequately detect or interdict them. Natural disasters are a close second, only due to the relative status of “not prepared” held by most Americans, and the ensuing civil unrest that follows widespread loss of essential services and consumer convenience.”

—Scott Burke, Captain,
Portsmouth Police Department, Virginia

“Due to frequency, number of people impacted, and the likelihood of injury, death, and destruction, natural disasters pose the biggest threat to homeland security. This statement is not designed to diminish the importance of the other threats, but for an organization like IACP, the impact of natural disasters strikes locally and, thus, strikes at the heart and resources of local policing.”

—Robert E. Lee, Jr., Unit Chief, FBI (ret)

FROM OUR READERS

Did an article stir your interest or remind you of your own experiences?

Do you have a comment you want to share with other Police Chief readers? Send a note to letters@theiacp.org and you may see your letter in The Police Chief!



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Registration for this Institute cannot be accomplished online. To register and for more information, please contact Laura Renenger at 703-836-6767 x274 or renenger@theiacp.org.

For information, visit www.theiacp.org/training.

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Daytona Beach Police Department

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Leadership in Police OrganizationsSM (LPO)

Week 1: March 9 – 13, 2015

Week 2: April 6 – 10, 2015

Week 3: April 27 – May 1, 2015

New York

Westchester County Department of Public Safety

Leadership in Police OrganizationsSM (LPO)

Week 1: March 16 – 20, 2015

Week 2: April 6 – 10, 2015

Week 3: May 11 – 15, 2015

South Dakota

South Dakota Highway Patrol

Leadership in Police OrganizationsSM (LPO)

Week 1: March 2 – 6, 2015

Week 2: March 30 – April 3, 2015

Week 3: April 27 – May 1, 2015

Wisconsin

Wisconsin Department of Justice

Racine Police Department

Leadership in Police OrganizationsSM (LPO)

Week 1: February 2 – 6, 2015

Week 2: March 9 – 13, 2015

Week 3: April 20 – 24, 2015

Wisconsin Department of Justice

Rice Lake Police Department

Leadership in Police OrganizationsSM (LPO)

Week 1: March 2 – 6, 2015

Week 2: March 23 – March 27, 2015

Week 3: May 4 – May 8, 2015

IACP President Richard Beary Testifies before President Obama's Task Force on 21st Century Policing

By Sarah Guy, Manager, Legislative and Media Affairs, IACP

On January 13, 2015, IACP President Richard Beary had the opportunity to testify before U.S. President Obama's Task Force on 21st Century Policing. President Beary recounted to the Task Force panelists the daily challenges the law enforcement profession faces and provided some insight on the realities of police-community relations and how the recent incidents in Missouri, New York, and Ohio are not typical of most police-citizen interactions or relationships. In addition, President Beary provided the panelists with an overview of the newly released IACP report *National Policy Summit on Community-Police Relations: Creating a Culture of Cohesion/Collaboration*. To view a copy of President Beary's complete testimony visit www.theiacp.org/Portals/0/documents/pdfs/Task_Force_Testimony_Richard%20Beary_IACP.pdf. In addition, a copy of the summit report can be accessed at www.theiacp.org/portals/0/documents/pdfs/CommunityPoliceRelationsSummitReport_Jan15.pdf.

IACP Supports Bulletproof Vest Partnership Grant Program Reauthorization Act of 2015

The IACP recently endorsed the Bulletproof Vest Partnership (BVP) Grant Program Reauthorization Act of 2015 (S. 125). The bill, introduced by U.S. Senators Patrick Leahy (D-VT) and Lindsey Graham (R-SC), would reauthorize the BVP Grant Program through Fiscal Year (FY) 2020 at \$30 million per year.

The BVP Grant Program is an extremely valuable program that has assisted many law enforcement agencies in purchasing bulletproof vests

for their officers. Then-IACP President Yost Zakhary testified before the Senate Judiciary Committee in 2014 regarding the importance of the program and its role in providing equipment that saves countless lives and prevents serious injuries.

Since its inception in 1999, the BVP Grant Program has enabled the purchase of more than 1 million bulletproof vests for law enforcement officers throughout the United States. According to the Bureau of Justice Assistance, in FY 2012, protective vests were directly attributable to saving the lives of at least 33 law enforcement and corrections officers in 20 different states.¹

The bill also requires that all grant awardees comply with the mandatory wear policy that requires all uniformed patrol officers to wear an armored vest or body armor. In addition, the bill creates incentives for agencies to provide uniquely fitted vests for female officers, as proper fitting increases the vests' effectiveness.

IACP Calls for the Return of Fugitives Who Have Fled to Cuba

In a letter to President Obama, the IACP requested that, as part of the United States renewed diplomatic relations with Cuba, he demand the immediate return of any fugitive who has fled to Cuba to elude justice, particularly those who killed law enforcement officers.

Joanne Chesimard, notorious for her role in the cold-blooded murder of New Jersey State Trooper Werner Foerster and for seriously wounding New Jersey State Trooper James Harper, has been granted safe haven in Cuba for too long.² Chesimard is not the only one—she is joined by several other fugitives, including Victor Manuel Gerena, who is still on the Federal Bureau of Investigation's (FBI's) top ten fugitive list and a member of the Los Macheteros domestic terrorist group; and William Morales, a bomb maker for the Armed Forces for National Liberation (FLAN), whose bombs were linked to killing 4 people in New York, including a member of the New York Police Department bomb squad, and injuring 60 civilians.³ All three of these individuals fled to Cuba to escape justice.

These individuals, and any other fugitives who have been provided safe haven in Cuba, should be returned to the United States to face justice for their horrific crimes. ♦

Notes:

¹U.S. Department of Justice, Office of Justice Programs, "Bulletproof Vest Partnership," <http://ojp.gov/bvpbasi> (accessed January 21, 2015).

²Tina Griego, "Cuba Harbors One of America's Most Wanted Fugitives: JoAnne Chesimard, a.k.a. Assata Shakur," *Miami Herald*, December 22, 2014, <http://www.miamiherald.com/news/nation-world/world/americas/cuba/article4789359.html> (accessed January 21, 2015).

³Michael Milia, "FBI Down to 1 Fugitive in \$7 Million Conn. Heist," *Deseret News*, May 13, 2011, <http://www.deseretnews.com/article/700135113/FBI-down-to-1-fugitive-in-7-million-Conn-Heist.html?pg=all> (accessed January 21, 2015); Tina Griego, "Five of the Most (In)famous U.S. Fugitives in Cuba," *The Washington Post*, December 24, 2014, <http://www.washingtonpost.com/news/storyline/wp/2014/12/24/five-of-the-most-infamous-u-s-fugitives-in-cuba> (accessed January 21, 2015).



IACP President Beary Testifies Before Task Force on 21st Century Policing.



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Policing with Purpose: A Journey to Officer Wellness and Safety

By Shawn M. Reynolds, Deputy Chief of Police, Olathe, Kansas, Police Department

The significance of holistic wellness in policing cannot be overstated. A holistic wellness program can save the life of a colleague or friend; salvage a career; save a marriage or keep a family together; and, potentially, keep an agency out of the headlines. Holistic wellness can aid and assist officers in understanding that, while they have many coping mechanisms built in, they may need help from an outside resource. An agency's wellness program can also help foster healthy and productive relationships with the communities it serves.

Law enforcement, for many reasons, is at a crossroad. Evolving societal expectations

have altered the environment in which officers must accomplish their mission to protect and serve their communities. Budgets are tight and often include unfunded mandates. Yet officers continue to be overcome by the adverse impact of repeated exposures during the daily routine of protecting through service, from suspects, coronary artery disease, driving too fast, or mental health issues and suicide. Law enforcement leaders and officers can no longer continue with business as usual. First, they must recognize that humans are more than just mental and physical beings; they are emotional and spiritual beings as well. Second, they must change the ways in which officers approach their work duties and responsibilities. Third, the field must work to transcend the stigmas associated with mental well-being. Innovative police managers must purposefully address the complete individual

and be prepared to take action and offer assistance when situations arise that require help.

It is an agency's duty to hire, train, and maintain the best police officers and agency employees possible, and to also ensure they retire from the department in good mental, physical, and emotional health. Taking care of personnel and addressing internal wellness produces better community service to citizens. Olathe, Kansas, Police Department's commitment to holism at every phase of an employee's career has resulted in excellent results over the past several years: a reduction in crime, an increase in clearance rates, and a reduction in domestic violence homicides. Maintaining this commitment requires creative innovations by police administrators and a willingness to ask some tough questions about the role, obligations, and responsibilities of law enforcement officers to

The BeSTOW Initiative

The mission of the Olathe Police Department's wellness initiative is to provide the environment and tools to promote holistic wellness to all employees in support of a balanced life, both personally and professionally. Holistic wellness focuses on physical, mental, emotional, and spiritual wellness so that every employee will be better prepared to more effectively process the health issues, stress, and emotional trauma prevalent within their chosen profession.

The Olathe Police Department recognizes traditional training has primarily focused on physical and mental training and can neglect the core of what makes us all human, our emotions and spirit. We recognize the importance of training employees in all four dimensions of wellness so we can move beyond the mind-set of just "surviving" toward a life in which we can all thrive throughout our careers.

The BeSTOW initiative has identified the following four key phases in an employee's career: recruitment, training, retention, and retirement. Initial and continued focus on holistic wellness as every employee progresses through these career phases is critical to maintaining a balanced and healthy life. Within each of these career phases multiple programs, concepts, and training

topics exist that can aid every employee in achieving holistic wellness. Below is a non-exhaustive list of examples of ways in which each employee can maintain or improve their holistic health throughout their career.

- **Recruitment:** pre-hire
Recruiting employees who reflect the community that we serve, as well the standards we represent within our components of holistic wellness and law enforcement.
- **Training:** post-hire through release
 - ▶ Selection of trainers
 - ▶ Mentoring
 - ▶ Seminars on health/financial investments
- **Retention:** probationary period through retirement
 - ▶ Career development
 - ▶ Shared workload
 - ▶ Collateral duties
 - ▶ Mental health debrief
 - ▶ Meal breaks
 - ▶ Teamwork
 - ▶ Volunteering to establish relationships within the community
 - ▶ Physical fitness testing
 - ▶ Wellness clinic

- **Retirement:** pre and post
 - ▶ Seminars on health/financial investments/emotional health/thriving/survival
 - ▶ Retiree involvement—mentoring/continuing involvement

Each employee will ultimately determine how to best achieve his or her highest level of holistic wellness and is encouraged to use those aspects of the Wellness Philosophy that provide the support, assistance, and resources that are most beneficial to him or her. It is understood that not every component will be applicable to each employee; however, the intent of the Wellness Philosophy is to serve the needs of a diverse work group.

The Olathe Police Department believes it is imperative to proactively prepare each employee to most effectively maintain his or her holistic wellness. Healthy employees provide the highest quality of service to the community, as well as to one another, their families, friends, etc. Working under this philosophy, the BeSTOW team will strive to provide the most beneficial, applicable, and current means for each employee to achieve the highest possible level of holistic wellness.

their communities and each other. Responses to these questions highlight the urgent need to bridge the gap between the requirements for becoming a sworn officer and vocational vitality. Today, the Olathe Police Department trains its personnel for vitality, not just survival.

Olathe's Journey

Tackling the numerous and complex issues involved with officer wellness and safety can seem daunting for any agency or administrator, but it is an undertaking that's necessary for all law enforcement agencies and organizations.

Several years ago, the Olathe Police Department increased its focus on officer wellness. To that end, the agency worked with Feenster Linkins Consulting, LLC, to educate 12 volunteers for the new internal wellness-related assignments. The agency leaders understood that for a culture of wellness to take hold, it had to be developed from the ground up and not the top down. After a two-year study was completed, a holistic philosophy and plan were developed.

Olathe's wellness program is called the BeSTOW (Beyond Survival Toward Olathe Wellness) and is based on the FBI initiative of the same name.¹

In the past year the department's wellness team has provided training and education on retirement planning, stress management, nutrition, physical fitness, spirituality, alcohol and drug abuse and recovery, mental health, volunteering, and emotional intelligence. Less traditional work experiences like chair massages and a movie night have also been incorporated. During the same time frame, Olathe Police Department implemented a mandatory physical fitness program that supplements an existing voluntary program, and the city of Olathe initiated a wellness clinic and a patient-involved care program.

The BeSTOW initiative recognizes the importance of holistic wellness and the need to train employees in practicing wellness throughout all stages of their career, from recruitment to retirement and beyond. A typical training session involves between 8 and 25 attendees, requires one hour or less, and is voluntary.

Challenges

The BeSTOW program's challenges have involved typical issues such as logistics and scheduling, training "wants" versus "needs," and learning how to deliver wellness education and training.

While change is the only constant in life, it is also change that can provide the most challenges. If other agencies decide to undertake this important task as a voluntary initiative, they must be prepared for skeptics who think they are undertaking these initiatives for some unstated reason, other than their concern for their employees. Leaders who take this journey should do so because they care about their employees and the quality of the services they provide. The way leaders embrace personnel who choose to decline to participate in wellness

and safety initiatives will be the measure of their success. The hope is that, with time, all law enforcement will engage in the dialogue, discover its benefits, and devote themselves to its perpetuity. This is policing with purpose. ♦

Notes:

¹ Federal Bureau of Investigation, "Beyond Survival," *FBI Law Enforcement Bulletin* 78, no. 5 (May 2009): 1, <http://leb.fbi.gov/2009-pdfs/leb-may-2009> (accessed January 22, 2015).

IACP's Center for Officer Safety and Wellness focuses on all aspects of an officer's safety, health, and wellness, both on and off the job. Topics that the Center covers range from mandatory vest and seatbelt wear policies to nutrition recommendations and wise financial decision making. The Center wants to ensure that law enforcement professionals have the resources they need to remain healthy and safe.



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The IACP Research Advisory Committee is proud to offer the monthly Research in Brief column. This column features evidence-based research summaries that highlight actionable recommendations for *Police Chief* magazine readers to consider within their own agencies. The goal of the column is to feature research that is innovative, credible, and relevant to a diverse law enforcement audience.

Perceptions of Law Enforcement Officers in Seeking Mental Health Treatment

By Amy K. White, MPA, MA;
Gregory Shrader, PhD; and Jared
Chamberlain, PhD; Arizona School of
Professional Psychology

The authors designed a study to identify which factors associated with law enforcement officers had predictive value in the level of stigma perceived in seeking mental health treatment by currently employed, certified peace officers in Arizona. The factors included in this study were sex, age, race and ethnicity, years employed as an officer, size of the department, current rank or position within the department, the type of government operating the agency, and payment of union dues. The study included 454 participants who completed an anonymous, online survey in which they provided demographic data and completed the following measures: the Self-Stigma of Seeking Psychological Help (SSOSH) and the Perceptions of Stigmatization by Others for Seeking Help (PSOSH).¹ The SSOSH and the PSOSH are Likert-scaled measures. A standard multiple regression design was used to analyze the data.

The most significant finding was the relationship between the size of the department and levels of stigma ($p = .014$); such that, the size was inversely related to the levels of perceived stigma. As the agency size increased, the perceptions of stigma decreased. Such a finding has several implications for law enforcement agencies related to preparedness and training. Based upon information gleaned from mental health care providers working within the law enforcement community and the author's personal experience, larger agencies may be better prepared to handle situations that frequently result in contact with mental health care providers due to additional resources, including manpower, and an increased probability of an incident occurring. However, core beliefs such as "It [the need for mental health services] will not happen in my agency," or "My agency does not have that problem" were portrayed within the

larger agencies. Such beliefs may result in agencies not supporting officers in seeking mental health treatment, and officers feeling betrayed by their agencies when they do seek treatment, perpetuating the perceptions of stigma.² Smaller agencies are not immune or exempt from these situations.

The law enforcement profession's historical pattern has been to deny or ignore the negative stress related to being an officer and, therefore, fail to prepare officers for this aspect of the work.³ Through initiatives like Breaking the Silence: A National Symposium on Law Enforcement Officer Suicide and Mental Health, law enforcement is working to change this pattern. Officers are trained to defend against physical attacks, but they frequently lack training to defend against the emotional and mental attacks characteristic of the job. Preparedness should start in the academy and continue through ongoing in-service training. An effective way to mitigate the stigma in seeking mental health treatment is through contact or direct interaction with mental health care professionals.⁴ It is recommended that new recruits and veteran officers be exposed to officers who have sought mental health treatment and to mental health care providers through academy and in-service training. Contact minimizes the perceptions of differences between officers who seek mental health treatment and those who do not. It also minimizes the differences between officers and mental health care providers by allowing the officers to see providers as people and valuable resources for officers, family, and organizational health, instead of a vague concept. Mental health education can be viewed as a proper tool to protect the agency's investment in the officer.

The agency's investment in the officer could also be protected by having more officers trained as mental health care providers since previous research indicates that officers are much more likely to talk with other officers than to a mental health care provider.⁵ This does not mean officers need to obtain master's degrees and become licensed clinicians. However, the more training and specialization in the

provisions of mental health services an officer receives, the more effective and efficient that officer will be. Training fellow soldiers as mental health providers is a tactic that has been utilized in the U.S. military and has been shown to be highly valued by its service members.⁶ Within the law enforcement culture, this approach has been accomplished to a limited degree through peer support groups and critical incident stress management (CISM) teams.⁷ Officers on these teams often volunteer their time and services without any compensation. However, serving as peer support often requires significant time and energy, which many officers are unwilling to contribute without compensation. Ideally, additional resources should be applied to developing these programs and providing training and compensation for officers engaged in providing these services.

The proper tools not only include access to mental health care providers, including peer support, but should be part of a holistic approach that includes physical fitness and exercise, as well. There is increasing research to support that exercise improves the psychological adjustment and well-being of individuals, with studies specifically looking at exercise as an adjunct intervention for post-traumatic stress disorder (PTSD).⁸ PTSD is the fifth most common referral problem presented to police psychologists.⁹ The IACP has recognized the importance of good mental health and good physical health in officers and is actively promoting it through the Officer Safety and Wellness initiative with education, training, collaboration, and forward thinking.¹⁰

Action Items

Agencies looking to reduce stigma and improve officers' access to mental health services should consider taking the following actions:

- Increase interactions and collaboration between officers and mental health care providers and officers who have sought mental health treatment through academy and in-service education and training.

- Increase the number of officers trained as mental health care providers.
- Increase training and resources to continue or develop peer support groups and stress management teams, e.g., CISM.
- Incorporate a holistic approach to officer mental health that includes physical fitness and exercise. ♦

Notes:

¹David Vogel, Nathaniel Wade, and Shawn Haake, "Measuring the Self-Stigma Associated With Seeking Psychological Help," *Journal of Counseling Psychology* 53, no. 3 (2006): 325–337; David Vogel, Nathaniel Wade, and Paul Ascherman, "Measuring Perceptions of Stigmatization by Others for Seeking Psychological Help: Reliability and Validity of a New Stigma Scale With College Students," *Journal of Counseling Psychology* 56, no. 2 (2009): 301–308.

²William Pickens, "Critical Incidents in Law Enforcement: A Phenomenological Analysis of Coping with Traumatic Stress" (EdD diss., Argosy University, 2010), <http://www.frsn.org/LiteratureRetrieve.aspx?ID=121951> (accessed January 5, 2015).

³Joseph Harpold and Samuel Feemster, "Negative Influences of Police Stress," *FBI Law Enforcement Bulletin* 71 (September 2002): 1–6, <http://leb.fbi.gov/2002-pdfs/leb-september-2002> (accessed January 6, 2015).

⁴Stacy Overton and Sondra Medina, "The Stigma of Mental Illness," *Journal of Counseling and Development* 86, no. 2 (2008): 143–151.

⁵David Alexander and Leslie Walker, "A Study of Methods Used by Scottish Police Officers to Cope With Work-induced Stress," *Stress Medicine* 10, no. 2 (1994): 131–138; Douglas Gentz, "Critical Incident Reactions: A Comparison of Two Studies Ten Years Apart in the Same Police Department," *Journal of Police and Criminal Psychology* 10, no. 2 (1994): 35–37.

⁶Craig Bryan and Chad Morrow, "Circumventing Mental Health Stigma by Embracing the Warrior Culture: Lessons Learned from the Defender's Edge Program," *Professional Psychology: Research and Practice* 42, no. 1 (2011): 16–23.

⁷John Woods, "Prioritizing Emotional and Mental Health through Peer Support," *Officer Safety Corner*, *The Police Chief* 81, no. 6 (June 2014): 10–11, http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=3390&issue_id=62014 (accessed January 6, 2015).

⁸Gillian Cohen and Eric Shamus, "Depressed, Low Self-Esteem: What Can Exercise Do for You?" *The Internet Journal of Allied Health Sciences and Practices* 72, no. 2 (2009): 1–5, <http://ijahsp.nova.edu> (accessed December 24, 2014); Theresa Manger and Robert Motta, "The Impact of an Exercise Program on Post-traumatic Stress Disorder, Anxiety, and Depression," *International Journal of Emergency Mental Health* 7, no. 1 (2005): 49–57.

⁹Jimmy Mann and John Neece, "Workers' Compensation for Law Enforcement Related Post Traumatic Stress Disorder," *Behavioral Sciences and the Law* 8, no. 4 (1990): 447–456.

¹⁰Ian Hamilton, "Changing the Culture of Officer Safety and Wellness," *The Police Chief* 81, no. 5 (May 2014): 24, http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=3351&issue_id=52014 (accessed January 6, 2015).

RESOURCES

- » *Breaking the Silence: A National Symposium on Law Enforcement Officer Suicide and Mental Health*. The report resulting from this summit can be found at <http://www.theiacp.org/Preventing-law-Enforcement-officer-suicide>.
- » *Improving Officer Response to Persons with Mental Illness and Other Disabilities*. This document can be found at <http://www.theiacp.org/responsetomentalill>.

To obtain additional information on this study, contact amykwhite1@live.com.

IACP WORKING FOR YOU

In the mission to support the law enforcement leaders of today and develop the leaders of tomorrow, the IACP is constantly involved in advocacy, programs, research, and initiatives related to cutting-edge issues. This column keeps you up to date on IACP's work to support our members and the field of law enforcement.

IACP On Leadership E-Newsletter

IACP has recently developed an e-newsletter focused specifically on leadership in law enforcement. The newsletter, which is supported by IBM, includes interviews with law enforcement leaders, recent news related to leadership and policing, and other issue-focused content. *IACP On Leadership* is released by email, and archived on IACP's website. The first issue of the quarterly publication was issued in October 2014.

Access the most recent issue of *IACP on Leadership* at www.theiacp.org/IACPonLeadership.

Alzheimer's Initiatives—Train-the-Trainer Program

The IACP, in partnership with the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice, is launching a train-the-trainer program as part of the IACP's Alzheimer's Initiatives for those who are interested in advancing their instructional expertise.

The program is intended to prepare selected individuals from among local law enforcement agencies, first responder agencies, and other Alzheimer's professionals to facilitate the Responding to Alzheimer's: Techniques for Law Enforcement and First Responders workshop. During the two-day training, participants will learn highlighted portions of the one-day curriculum used to instruct first responders. The course will be facilitated by professional experienced instructors who are well versed in all areas of the topic. At the end of the two-day training, the selected individuals will be required to coordinate and conduct a training session within 90 days of completing the instructor's course.

To learn more about the program, visit www.iacp.org/Alzheimers-Training-Center.

Protect and Serve: Telling the True Story of Law Enforcement

In an effort to better assist law enforcement in the current difficult climate, President Beary has launched a new Presidential Initiative, Protect and Serve. By the end of January 2015, there will be a dedicated resource site to serve as a repository for information for IACP members to help aid in telling the true story of law enforcement. The resource will provide helpful facts and figures, talking points, sample communications materials, legislative resources, and various other materials to equip officers in the united effort to correct public misperceptions of policing and police officers. If you wish to share resources, good stories about law enforcement actions, or if you have any general questions please email protectandserve@theiacp.org. ♦

Visit the new resource site at www.theiacp.org/ProtectAndServe.

Talking Themselves into Jail: First Amendment Rights and Retaliation Violations

By Donald R. Weaver, Esq., Training Coordinator, Lexipol, LLC

A good way to avoid accusations of bias during a traffic stop was to decide whether to issue a ticket or offer a warning before contacting the driver. He reasoned that this simple rule would ensure that any enforcement action would be based on the violation and not on appearance, attitude, race, gender, or anything else. The instructor may have been more of a constitutional scholar than anyone knew.

The U.S. courts have not given specific guidance as to whether, or to what extent, statements or attitude may be considered when deciding on the appropriate enforcement action. Taking enforcement action against a vulgar and disrespectful person does not, in and of itself, violate the First Amendment. However, punishing or retaliating against someone for engaging in free speech by issuing a citation, making an arrest, or taking another enforcement action, can violate the citizen's rights—even if probable cause exists.

When considering searches and seizures under the Fourth Amendment, courts look at objective facts confronting an officer, not at an officer's subjective intent or motivation.¹ However, there are times where a seizure that is reasonable under the Fourth Amendment may deprive a person of another federally protected right, such as the right to free speech guaranteed by the First Amendment.² In these cases, evidence of intent is very important.

Under the Civil Rights Act of 1871 (§ 1983), an officer may be held liable for depriving someone of a federally protected and clearly established right.³ The agency may also be liable if it has a policy or custom that caused the violation, or it was deliberately indifferent (as demonstrated by a failure to properly train or supervise, for example) to the violation.⁴

To show a First Amendment violation based on a theory of retaliation, plaintiffs must prove that they engaged in activity protected by the First Amendment, that they suffered a deprivation

likely to deter such activity, and that the activity was at least a motivating factor in the decision to impose the deprivation.⁵ In several circuits, plaintiffs must also show the absence of probable cause, although this precise issue has not been decided by the U.S. Supreme Court.⁶

An example of a case that involved a potential First Amendment violation, *Ford v. City of Yakima*, centered on an interaction between an officer and a motorist in the Pacific Northwest. According to the officer, he stopped the motorist for violating an ordinance prohibiting loud music. The stop concluded with the motorist's arrest and ultimately resulted in a judgment against the officer.⁷

During the encounter, the motorist (as described by the court) emerged from his car while yelling. He proceeded to express his opinion that the traffic stop was racially motivated and demonstrated concern about getting to work. When the officer considered (and ultimately decided on) taking him to jail, he expressed disbelief to the prospect of being arrested for a noise violation and asked why he was being taken to jail. In addition, the motorist invoked his right to free speech.

According to the court's opinion, a mobile audio-video recorder captured the officer speaking the following statements:

- He might only get a ticket if he cooperates. But with that attitude, he's going to get cuffed.
- If you cooperate, I may let you go with a ticket.
- If you run your mouth, I will book you.
- If you cooperate and shut your mouth, I'll give you a ticket and you can go.
- If you just cooperate and treat the police like humans, we'll treat you like that. But when you act... like an animal, you've got to get treated that way.
- If you have diarrhea of the mouth, you will go to jail.
- If he shuts up, I'll let him go with a ticket.
- You acted a fool ... and we have discretion whether we can book or release you.
- Your mouth and your attitude talked you into jail.

Considering the evidence, the court found that arrest was made in retaliation for the driver's protected speech. The arrest was authorized by statute, likely complied with the Fourth Amendment, and would otherwise have been lawful, had it not been for the retaliatory motive.⁸

While it is possible that the motorist was vulgar, profane, and verbally abusive, the court did not quote him in its opinion. This serves to show that what was said is not the issue, but rather whether someone was engaging in protected speech or expression.

The officer in *Ford* is not the only law enforcement professional who has said these types of words or taken these actions. Some officers might justify taking a motorist's comments into consideration by suggesting that a warning might confirm the driver's suspicion that the stop was racially motivated, or that, given the accusations of profiling, it would be wise to allow a court to decide whether the stop was lawful. An officer might also claim the driver's reaction reflected a lack of responsibility and that a warning would not deter future violations. Nonetheless, if the officer's actions are motivated by a citizen's words, the courts may view them as retaliation and a violation of the First Amendment.

So how do agency managers address this issue and ward off potential problems? New

...punishing or retaliating against someone for engaging in free speech by issuing a citation, making an arrest, or taking another enforcement action, can violate the citizen's rights...

policies may not be necessary, since retaliatory enforcement action is likely to already be prohibited. Most agencies have a formal policy requiring officers to conduct themselves in accordance with the U.S. Constitution. Also, many agencies have adopted a code of ethics, similar to the Law Enforcement Code of Ethics, requiring officers to respect the constitutional rights of all and prohibiting officers from allowing personal feelings or animosities to influence decisions.⁹ A policy is not enough, however; agencies need to prove that they have taught officers what it means to respect the First Amendment, what rights it protects, and that taking retaliatory enforcement action is contrary to these provisions. There are people who will try to goad officers into taking enforcement action in retaliation for free speech, just to set up a lawsuit, and effective training can help forestall retaliation (and First Amendment violations) by the officers.¹⁰

Law enforcement leaders must ensure that a culture of tolerating retaliatory enforcement action does not develop. In other words, personnel must be appropriately supervised. Evidence of an officer's thoughts is rare, so it can't always be known whether a particular enforcement was in retaliation for protected speech. However, when clear evidence of retaliation exists, law enforcement leaders and supervisors need to provide appropriate correction.

Government retaliation for engaging in protected speech clearly violates the First Amendment. "Since the day the ink dried on the Bill of Rights, the right of an American citizen to criticize public officials and policies ... is the central meaning of the First Amendment."¹¹ And, as explained by the U.S. Supreme Court, "the freedom of individuals verbally to oppose or challenge police action without thereby risking arrest is one of the principal characteristics by which we distinguish a free nation from a police state."¹²

To summarize, the right to free speech guaranteed by the First Amendment includes the right to badmouth the police, and officers cannot retaliate without running afoul of the very Constitution they have sworn to uphold. Even where retaliatory motives do not exist, officers must be careful not to say or do anything that potential plaintiffs could use as ammunition to suggest a violation. ♦

Notes:

¹*Graham v. Connor*, 490 U.S. 386 (1989).

²*Ford v. City of Yakima*, 706 F.3d 1188, 1194 (9th Cir. 2013).

³42 U.S.C. § 1983 (2012); *Harlow v. Fitzgerald*, 457 U.S. 800, 818 (1982).

⁴*Monell v. Dept. of Social Services*, 436 U.S. 658, 690-691 (1978); *City of Canton v. Harris*, 489 U.S. 378, 388 (1989).

⁵*Hawkins v. Mitchell*, 756 F.3d 983, 996 (7th Cir. 2014).

⁶*McCoy v. City of Columbia*, 929 F.Supp.2d 541, 559 (D.S.C. March 11, 2013).

⁷*Ford*, 706 F.3d at 1190-1191.

⁸*Id.* at 1194.

⁹International Association of Chiefs of Police, "Law Enforcement Code of Ethics," <http://www.theiacp.org/ViewResult?SearchID=86> (accessed December 9, 2014).

¹⁰*Credito v. West Goshen Police*, 574 Fed. Appx. 126, 128 (3rd Cir. 2014).

¹¹*McCurdy v. Montgomery County*, 240 F.3d 512, 520 (6th Cir. 2001).

¹²*City of Houston v. Hill*, 482 U.S. 451, 462 (1987).

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By David W. McBath, Lieutenant
Colonel, New York State Police,
Chair, IACP Committee on
Homeland Security

The Role and Efforts of the IACP Committee on Homeland Security

The International Association of Chiefs of Police (IACP) Committee on the Homeland Security entered its current, final incarnation in 2003, although the committee arose out of the IACP's response to 9/11 and the creation of the U.S. Department of Homeland Security (DHS).

In order to talk accurately about the committee and its efforts, a logical first step might be to define the term "homeland security"; however, it is difficult to find one universally accepted definition. Some documents focus the definition solely around combating terrorism, while others propose a more holistic understanding and include non-terrorism security concerns such as U.S. preparedness for natural disasters. The most comprehensive research into the definition of *homeland*

security was in the January 8, 2013, Congressional Research Service report *Defining Homeland Security: Analysis and Congressional Considerations*, which discussed seven different U.S. federal strategic documents, each of which gave a different or varying definition of *homeland security*. These seven definitions are compared and contrasted in Table 1.

The article concluded that "homeland security, at its core, is about coordination because of the disparate stakeholders and risks. Many observers assert that homeland security is not only about coordination of resources and actions to counter risks; it is also about the coordination of the strategic process policymakers use in determining the risks, the stakeholders and their missions, and the prioritization of those mis-

sions."¹ In other words, *homeland security* can and does mean different things to different organizations.

History of the IACP Committee on Homeland Security

To discuss the history of this committee, one must understand the re-organization within the U.S. federal government that took place in the aftermath of the attacks of September 11, 2001. The attacks of that fateful day led to the birth of new federal agencies, the merging of others, and an eventual reorganization of the federal government that resulted in the creation of the U.S. Department of Homeland Security.

Since the 9/11 attacks focused on the transportation sector, the 107th Congress

Table 1: Summary of Homeland Security Definitions

	DOCUMENT	DEFINITION
2007	<i>National Strategy for Homeland Security</i> (White House)	A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.
2008	<i>U.S. Department of Homeland Security Strategic Plan, Fiscal Years 2008–2013</i> (DHS)	A unified national effort to prevent and deter terrorist attacks, protect and respond to hazards, and to secure the national borders.
2010	<i>National Security Strategy</i> (White House)	A seamless coordination among federal, state, and local governments to prevent, protect against and respond to threats and natural disasters.
2010	<i>Quadrennial Homeland Security Review</i> (DHS)	A concerted national effort to ensure a homeland that is safe, secure, and resilient against terrorism and other hazards where American interests, aspirations, and ways of life can thrive.
2010	<i>Bottom-Up Review</i> (DHS)	Preventing terrorism, responding to and recovering from natural disasters, customs enforcement and collections of customs revenue, administration of legal immigration services, safety and stewardship of the Nation's waterways and marine transportation system, as well as other legacy missions of the various components of DHS.
2011	<i>National Strategy for Counterterrorism</i> (White House)	Defensive efforts to counter terrorist threats.
2012	<i>Strategic Plan</i> (DHS)	Efforts to ensure a homeland that is safe, secure, and resilient against terrorism and other hazards.

Source: Shawn Reese, *Defining Homeland Security: Analysis and Congressional Considerations*, <http://fas.org/sgp/crs/homesecc/R42462.pdf>.

passed the Aviation and Transportation Security Act in November 2001 and, in doing so, established the Transportation Security Administration (TSA) and required the completion of more than 30 mandates to harden and secure the transportation sector.²

A review of IACP Executive Board meeting minutes reveal that, in late 2001, the soon-to-be Under Secretary of the new federal Transportation Security Administration, John Magaw, addressed the board. Shortly thereafter, at an April 2002 IACP meeting in Seattle, Washington, IACP staff were instructed to draft a proposal to create an advisory panel to provide feedback and assistance to the newly created TSA leadership. At an August 2002 meeting, the board approved to amend rule 16 of the IACP bylaws and created a new IACP "Transportation Security Committee" to comprise individuals from various transportation disciplines across the United States.

While the fledgling TSA was beginning the painstaking work of hardening the U.S. transportation sector, the birth of what is

now DHS was also taking place. Eleven days after 9/11, Pennsylvania Governor Tom Ridge was appointed as the first director of the Office of Homeland Security in the White House. The office oversaw and coordinated a comprehensive national strategy to safeguard the United States against terrorism and respond to any future attacks. With the passage of the Homeland Security Act by Congress in November 2002, DHS formally came into being as a stand-alone, Cabinet-level department to further coordinate and unify U.S. homeland security efforts. This new agency, which opened its doors on March 1, 2003, combined 22 different U.S. federal departments and agencies into a unified, integrated agency. During this reorganization, the new TSA was transferred from the Department of Transportation to DHS.³

Shortly after the attacks of 9/11, the IACP Executive Board had also created an "Ad Hoc Committee on Homeland Security," whose mission and focus had not been fully defined. With the creation of DHS in the

spring of 2003, the IACP Executive Board discussed converting the ad hoc committee to a permanent standing IACP committee. Further deliberation led to a recommendation that since TSA had been absorbed within the new DHS, the IACP should dissolve the fledgling Transportation Security Committee and fold its mission into a new IACP Committee on Homeland Security. At an executive board meeting in August 2003, the Transportation Security Committee was dissolved, and the IACP Committee on Homeland Security was born.

Committee Charge and Mission

The goal of the Committee of Homeland Security (CHS) was to serve as the IACP's central coordination point for DHS information, issues, policy development, and program reviews and provide the IACP leadership with a consortium of expertise chartered to advise on a full spectrum of issues including, but not limited to, the review of draft DHS policy documents and relevant legislative proposals. The CHS was charged to assemble, prioritize, and articulate law enforcement's most critical needs and issues and provide them to DHS, a complex and rapidly evolving national protection agency. The CHS would consist of no more than 40 members and would be organized into relevant subcommittees.⁴

The current committee mission statement is "to provide executive leadership with progressive and proven practices that encourage sound decision making during the preparation and execution of critical incident response, mitigation and recovery efforts resulting from acts of terrorism, extremism in addition to natural or man-made calamity."⁵

Committee Work

The IACP has recently re-structured the executive board management and oversight of all committee and section work, by creating "groupings" or clusters of committees who have similar functions or focus areas under one executive board member with oversight. The purpose of these groupings is to facilitate communication, cooperation, and coordination between committees and sections. Currently, the CHS coordinates activities in a group with the following additional IACP committees: Narcotics and Dangerous Drugs, Organized Crime, Terrorism, Police Investigative Operations, and the Intelligence Coordinating Panel.

Because the CHS and Committee on Terrorism (COT) often consider similar issues, albeit generally from a different perspective, their activities have occasionally overlapped in the past. These committees routinely benchmark with one another to ensure their respective work supports and complements one another. To this end, both committees now share a member in common who acts

as a liaison between the two committees, shares information between the committees about efforts underway, and assists the committee chairs in minimizing any duplication of effort.

In 2009, the CHS spent six months reviewing the emerging National Network of Fusion Center's efforts and issued recommendations that fusion centers should

- 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; and
- assume the leading role in information-sharing initiatives related to law enforcement, homeland security, and public safety issues.

The committee then followed this review with a publication titled *Razing Expectations: Erecting a Strategic Vision for Fusion Centers*.⁶

The chairpersons of the Terrorism and Homeland Security Committees also led the initial efforts of the Unified Message Task Team (UMTT). This group of state, local, and federal law enforcement officials worked to create a cohesive approach to reporting and sharing information regarding suspicious

activity and reducing the perceived conflict among agencies responsible for U.S. homeland security.⁷

As information sharing became a law enforcement mandate after 9/11, the mentality of the overwhelming majority of police leaders has become one of a willingness to share data. The National Data Exchange (N-DEx) is the nationally scaled system in the United States to share criminal justice information. Between N-DEx and the National Network of Fusion Centers, the number of contributing agencies and searchable records is reaching a point where these records are invaluable tools for state, local, tribal, and federal law enforcement agencies to fight crime and terrorism.⁸ The CHS continues to be a strong advocate for both of these efforts and recently met with officials from DHS to discuss the importance of continued federal support and cooperation in both these information-sharing programs. In the past year, the CHS authored an IACP resolution, adopted at the 121st IACP Conference, that, in part, supports the National Network of Fusion Centers and calls upon federal agencies to work with, and support, the continued evolution of the National Network of Fusion Centers. It also encourages federal, state, and local agencies to carefully review the U.S. House of Representatives Committee on Homeland Security "Majority Staff

Report on The National Network of Fusion Centers" and adopt those recommendations that are appropriate for the agency and mission.⁹ The resolution promotes the vision of the National Network of Fusion Centers, which is to be a multidisciplinary, all-crimes/all-threats/all-hazards information sharing network that protects the United States' security and the privacy, civil rights, and civil liberties of U.S. citizens.¹⁰

In the past year the CHS has also engaged with the Senior Law Enforcement Advisor to the Administrator of the Federal Emergency Management Agency, who holds a seat on the committee, and discussed the Emergency Management Assistance Compact (EMAC). EMAC is a national interstate mutual aid agreement that enables states to share resources during times of disaster, and it has grown to become the U.S. system for providing mutual aid through operational procedures and protocols that have been validated through experience. EMAC is administered by the National Emergency Management Association, headquartered in Lexington, Kentucky.¹¹ This resolution, also adopted at the 121st Annual IACP Conference "supports the concepts of the Emergency Management Assistance Compact to facilitate law enforcement mutual aid assistance between U.S. states." Further, anytime law enforcement resources are involved, the



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Current Committee Efforts

In conjunction with CHS's ongoing support to the National Network of Fusion Centers and the information sharing services that they provide on a daily basis, this edition of *Police Chief* also includes two articles on this topic. The first discusses the value of U.S. police chiefs' increased engagement in the information sharing and national security enterprise through fusion centers, and the second discusses fusion center success stories since their inception.

Along that same theme of information sharing, another article for this issue discusses how regional special event planning and response coordination is now being handled in the Boston, Massachusetts, metro area and the lessons learned from these activities during and after the Boston Marathon bombing.

In addition, this issue includes articles related to the evolving threats to institutions of higher learning and to curtailing violent extremism by engaging communities in the effort.

Finally, the CHS recently discussed the current so-called "militarization" of police that has recently become a topic of national conversation. This issue will no doubt become a matter of debate in early 2015 as the new U.S. Congress looks more closely at the Department of Defense (DOD) 1033 program, which currently allows many police agencies the opportunity to acquire surplus DOD equipment. This issue includes an article that provides readers with an overview of the 1033 program so that police agencies and officers can be better informed on the program. ♦

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²U.S. Transportation Security Administration, "History," About TSA, <http://www.tsa.gov/about-tsa/history> (accessed January 5, 2015).

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⁸Ibid.

⁹Michael T. McCaul and Peter T. King, "Majority Staff Report on the National Network of Fusion Centers," U.S. House of Representatives, Subcommittee on Counterterrorism & Intelligence, July 2013, <http://homeland.house.gov/sites/homeland.house.gov/files/documents/CHS%20SLFC%20Report%202013%20FINAL.pdf> (accessed January 5, 2015).

¹⁰Homeland Security Committee, "Support of the National Network of Fusion Centers," IACP Resolution adopted at the 121st Annual Conference of the International Association of Chiefs of Police (Orlando, FL, October 21, 2014), <http://www.theiacp.org/Portals/0/documents/pdfs/2014Resolutions.pdf> (accessed January 6, 2015).

¹¹Federal Emergency Management Agency, "Emergency Management Assistance Compact (EMAC)," <http://www.fema.gov/pdf/emergency/nrf/EMACoverviewForNRF.pdf> (accessed January 5, 2015).

¹²Committee on Homeland Security, "Deployment of Law Enforcement Agencies under the Emergency Management Assistance Compact (EMAC)," IACP Resolution adopted at the 121st Annual Conference of the International Association of Chiefs of Police (Orlando, FL, October 21, 2014), <http://www.theiacp.org/Portals/0/documents/pdfs/2014Resolutions.pdf> (accessed January 6, 2015).

Any inquiries about the committee or its activities can be addressed to the committee chair through the IACP Committee Staff Liaison at IACP Headquarters.



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i Impacting the Evolution of Information Sharing in the Post-9/11 United States

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

Information sharing among U.S. law enforcement agencies has evolved substantially since 9/11, including the sharing of crucial information among disciplines and jurisdictions through relationships that were nonexistent prior to 9/11. But with these new relationships come emerging challenges in overcoming “silo-thinking,” as well as legal, procedural, and fiscal constraints. State and local law enforcement agencies are at the forefront of this evolution, yet they may not fully recognize how crucial their role is. This article examines milestones in the U.S. information sharing architecture, three key initiatives born of post-9/11 reform, vital stakeholders involved, the challenges that remain, and a vision for the future.

The Pre-9/11 Status Quo

Pre-9/11 information sharing efforts were unique to the various disciplines involved. State and local law enforcement concentrated on local crime trends using national initiatives such as problem-oriented policing to help improve the ways law enforcement solved cases, reduced the fear of crime, and improved relationships with their communities. Relationships with U.S. federal law enforcement services formed where mutual concerns over pattern crime existed. Multi-jurisdictional task forces surfaced, and the first versions of joint terrorism task forces emerged during this time. The federal intelligence community (IC) focused on the former Soviet Union and cold war-era concerns, while the fire service focused on fire prevention and emergency medical services. These fairly parochial pre-9/11 missions were catapulted onto a new trajectory with the 9/11 attacks.

The 9/11 Commission criticized the first responder and intelligence communities for failing to share key information prior to the attacks, thus placing a heavy emphasis on sharing information and combining resources. In recognition of these issues, and prior to the release of the 9/11 Commission's report, the IACP committed to addressing lasting change in these areas at its 2001 annual conference held six weeks after the 9/11 attacks. The initiatives born from this meeting serve as the landmark event from which the genesis of information sharing reform at the state and local level was generated. The partnership between the IACP and Global Justice Information Sharing Initiative (GLOBAL) produced the Global Intelligence Working Group (GIWG) and the Criminal Intelligence Coordinating Council (CICC). The partnership resulted in initiatives such as the intelligence-led policing concept and the National Criminal Intelligence Sharing Plan.¹

The U.S. government reorganization post-9/11 represents the most complex and significant wholesale changes in the U.S. government since the creation of the Department of Defense in 1947. There has been a clear focus on streamlining information and intelligence sharing at all levels of government, as well as with the private sector, but the push for collaboration created its own set of new challenges.²

The Wicked Problems of the Post-9/11 Information Sharing Environment

Post-9/11 information sharing reform has produced new zeal within the U.S. national security enterprise to coalesce numerous levels of government and share information more effectively. Because of newly created relationships between the federal government and state, local, tribal, territorial, and private sector entities (SLTTP), as well as steady advancements in technology, complicated issues have arisen from an enhanced efficiency in gathering data. Increasingly, concerns about citizens' civil rights and civil liberties come to the forefront when government agencies use available technology to monitor social media or gather metadata from cellphone carriers.

Security concerns often arise when what may be traditionally considered law enforcement-sensitive information is shared across jurisdictional and disciplinary boundaries never before considered such as fire, emergency medical, and public safety disciplines. As new coalitions are created, the potential result is inadvertent overlapping or conflicting missions between jurisdictions or disciplines. While there is a push for SLTTP first responders to become consumers of information developed by the intelligence community, early challenges emerged for members of SLTTP entities to obtain the necessary security clearances and have reciprocity between sponsoring agencies. However, security issues and clearances represent but a few of the emergent problems resulting from the application of solutions to the greater problem.

These problems, referred to as “wicked problems”—a concept introduced by Professors Horst W. J. Rittel and Melvin Weber in the 1970s relating to complexity in social planning—have distinctive characteristics. With no precise definition or clearly defined solution, wicked problems tend to morph while problem solvers are in the midst of addressing them. Further, only those who have an expertise in the problem area will recognize the presence or salience of the problem.³ The current U.S. information sharing architecture can be viewed as such a problem.



Those working in the information sharing environment have the best opportunity to recognize the new problems that emerge once solutions are applied to previously identified problems. To further complicate matters, the SLTTP perspective of what is necessary for a mutually supportive relationship is derived from a limited understanding of the U.S. federal culture and all that it includes—differences between criminal justice and national security intelligence collection laws, policies, and fiscal constraints. Similarly, those working in the federal government and the intelligence community have a limited understanding of how SLTTP entities operate and what they can offer.

This fragmented context becomes exacerbated when solutions are applied that fail to consider both environments and their distinctions—few at the state and local or federal levels have the necessary experience in both realms to bring about effective reform. To address this fundamental gap, many initiatives—beginning with early IACP efforts and the 9/11 Commission—have called for strengthening the relationships (or creating new ones) between federal services and SLTTP entities. One of the more visionary outcomes of post-9/11 thinking was the creation of fellowship programs exposing first responders to the federal environment. The former Interagency Threat Assessment and Coordination Group (ITACG) and current Joint Counterterrorism Assessment Team (JCAT) provide first responders the opportunity to work within the intelligence community for one year to better understand the unique dynamics of the national security environment. This also allows first responders to help educate members of the intelligence community to understand the value SLTTP first responders bring to the information sharing effort. This new relationship also presents a wicked problem in that it has created a new, morphed awareness of the gaps between the SLTTP and intelligence community.



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The Post-9/11 Opportunities

The post-9/11 information sharing environment is unrecognizable when compared to the pre-9/11 United States, as there now exist numerous national strategies in place to enhance information sharing. One of the most critical, the National Criminal Information Sharing Plan (NCISP), recognized the importance of state, local, and tribal law enforcement agencies as a key ingredient in the U.S. intelligence process and called for the creation of the Criminal Intelligence Coordinating Council to establish the linkage needed to improve information sharing among all levels of government. The NCISP was the first post-9/11 attempt at providing a national-level awareness of the importance for effective information sharing and criminal intelligence coordination among state, local, and tribal law enforcement. It not only attempted to address counterterrorism, but also offered law enforcement agencies guidance for developing multijurisdictional intelligence capabilities.⁴

Today, first responders receive volumes of information in the form of joint intelligence bulletins from the Federal Bureau of Investigation (FBI) and the U.S. Department of Homeland Security (DHS), as well as other federal agencies. Fusion centers have been established at the state level, and there is better coordination between federal agencies and SLTTP entities. Many fusion centers have established themselves as central clearinghouses for information sharing needs unique to their areas of operation or local constituents; nonetheless, many still struggle with relevancy to their local chiefs and sheriffs.

The Critical Role of Fusion Centers

One of the most significant outcomes of post-9/11 information sharing is the emergence of state and major urban area fusion centers. Defined simply as two or more agencies acting collaboratively to leverage expertise and resources in order to detect or intervene in criminal and terrorist activity, many states and major urban areas have established these fusion centers since 2004.⁵ Today fusion centers range in size and capability, but the 78 centers across the United States compose the National Network of Fusion Centers (NNFC or the National Network), which has become a powerful entity connecting essential partners from state and local law enforcement agencies, federal partners, fire and emergency medical services, public health departments, emergency management offices, and private sector entities.

Developed through trial and error, fusion centers have established these relationships in an effort to provide value in an environment the United States has never before experienced. This has not gone without attracting disapproval and conflict.

Fusion centers have struggled with providing relevancy to local constituents, drawing criticism from those who view them as creeping into others' missions, such as joint terrorism task forces (JTTFs). It has taken years for fusion centers to establish their value in the face of those who misunderstand their mission and view them as duplicative or perpetrating mission creep.

For instance, the 2012 Majority and Minority Staff Report, *Federal Support For and Involvement In State and Local Fusion Centers* and the 2013 Majority Staff Report on the *National Network of Fusion Centers* levied criticism of the NNFC, ranging from inappropriate involvement in criminal case support to squandering homeland security grant funds.⁶ However, taking a more visionary stance, the 2013 report cited "The National Network is on a path of continued growth, improvement, and increasing value to both the Federal Government and the fusion centers' individual customers."⁷ The report offered a practical suggestion of creating a national strategy for fusion centers, making this the number one priority in the report. To this end, the NNFC created a three-year strategy in 2014 that outlines fundamental organizational concepts such as the vision, mission, and values of the NNFC. In addition, the NNFC defined key goals, objectives, and priorities for the future.

Of critical importance to law enforcement executives, the following four primary goals of this strategy aim to provide value to the vital stakeholder groups, as stated in the NNFC's recent national strategy:

- "The first goal—and the central reason for the NNFC—addresses partnership with the public served by the fusion center. State and local public safety providers who staff fusion centers, by the very nature of their positions, are charged with protecting individual rights, liberties, and privacy as they secure the safety and security of their jurisdiction and the nation. The 2014–2017 *National Strategy* recognizes that a trust-based relationship with the public is critical to the success of the National Network and that the public is served when the National Network is utilized to support information sharing needs in both steady state and emergency operations.
- "The second goal addresses the needs of those who serve the public within an individual fusion center's area of responsibility. Although the vast majority of crimes are solved by law enforcement patrol, violent crime is also a significant public health issue. The terrorist attacks of 9/11 were the deadliest day in history for our firefighters and emergency management systems, and emergency

medical systems are impacted by and play a central role in bringing effective and lifesaving assistance to emergencies daily. Therefore, all public safety providers must be included in—and served by—the NNFC.

- "The third goal recognizes that the value of the NNFC is greater than the sum of individual fusion centers; cross-disciplinary intra-fusion center performance is enhanced by active network collaboration. Because violent crime and terrorism are threats to our nation, the specialized knowledge, skills, abilities, and experience of one center must be available to all centers, while the increased capacity and analytical capability of the National Network must be available to all governors and major urban areas.
- "The fourth goal builds the network into an even greater strategic national asset, taking advantage of state and local vantage points to analyze data and merge it into a national analytical system, adding both capacity and capability to federal efforts. No one in government knows more than state and local officials know about what is normal or abnormal in their cities and towns. That vantage point and information sharing ability make the National Network a national asset that must be available to federal partners as part of greater efforts to protect our nation. While federal partners have great capabilities and significant resources, they lack the intimate knowledge and understanding of the unique threats to every part of every community and the millions of public safety providers in over 87,000 jurisdictions. Therefore, federal partners must be included in and served by the NNFC."⁸

Fusion centers have grown since their emergence post-9/11 to reflect all aspects of the mature organizations they are today. With comprehensive policies ensuring that citizens' civil liberties are protected, many fusion centers comprise members of stakeholder agencies and disciplines with clear memoranda of understanding defining their expectations and involvement. Many fusion centers have expanded their offerings to include comprehensive criminal case and special event support in addition to providing original and pass-through intelligence bulletins for local consumption, all with the intention of supporting their stakeholders across the broad government and private sector spectrum.

Intelligence-Led Policing

One of the more notable concepts to emerge from the post-9/11 IACP conference was the impetus for intelligence-led

policing (ILP). This concept seems fundamental, yet with no universally agreed-upon definition, it can be challenging to understand the essence of the initiative.⁹ Based on the intelligence cycle, this notion begins with policy makers' identification of priorities to be focused on throughout the remaining steps in the cycle. The CICC has focused on developing supporting material for agencies adopting the ILP framework, as well as the analysis function through suggested standards, training, and tools for analysis.¹⁰ Fully utilized, intelligence-led policing can help the law enforcement community formalize the identification, collection, analysis, creation, and dissemination of intelligence products, seek feedback for effectiveness, and begin the process anew given the subsequent information gained. Further, chiefs' and sheriffs' attention are drawn to pattern criminal behavior plaguing their communities; this is the criterion upon which a law enforcement CEO is judged as effective or ineffective. At times, the focus on crime can be mutually exclusive of the worry for terrorism; however, it has been shown that crime and terrorism are more interrelated than once believed. The blurring distinction between conventional crime at the state and local level and terrorism on a national scale is a compelling reason for interdisciplinary collaboration.

The growing number of incidents resulting in disrupted terror plots exposed at the local policing level was highlighted in a Major City Chiefs Association (MCCA) white paper. Of note, 22 percent of 68 thwarted terror plots (15 incidents from 1999 to 2009) were first discovered by state and local law enforcement agencies. Further, 50 percent of these cases required some form of state or local preliminary investigation before being forwarded to federal law enforcement. Finally, in 18 percent of these cases, initial detection of the plots came from traditional police interaction in a non-terrorism scenario.¹¹ An effective relationship between the federal and SLTTP communities becomes critical when the likelihood of correlation between conventional crime and terrorism is understood. To help solidify the important aspects of intelligence-led policing, the Criminal Intelligence Enterprise was developed.

Criminal Intelligence Enterprise (CIE)

While great progress has been made in how information is collected and shared across all levels of U.S. government, a gap exists in how crucial information is identified and collected at the most fundamental level: where state, local, tribal, and territorial (SLTT) first responders operate. Considering there are approximately 2 million law enforcement and fire first responders

who are in U.S. homes every day, it makes sense that a comprehensive bottom-up collection architecture be in place to detect indicators of crime and terrorism.

In 2008, the MCCA created the Intelligence Commanders Group (ICG) charged with developing a framework to address this issue. Based on the premise that local law enforcement agencies primarily govern their threat domains and are the "principal collectors of the information that fuels local intelligence analysis and fusion," the CIE initiative was launched in 2011.¹² The CIE focused on enhancing roles and partnerships between criminal intelligence units and fusion centers, creating a more systematic method of developing and sharing threat information. Many major U.S. law enforcement agencies have partnered with fusion centers to incorporate this process into their intelligence frameworks, "paving the way for a more integrated and effective criminal intelligence enterprise—one where our fusion and information sharing enhances the potential for predictive analysis and the prevention of crime and terrorism."¹³

The Law Enforcement CEO and the Future

The progress in post-9/11 information sharing in the United States has demonstrated the degree to which all levels of government are capable of transforming to meet critical concerns. As progress continues and gaps in understanding between disciplines and jurisdictions are exposed, it is important for law enforcement leaders to become more adept at principles involving complexity science. Likewise, it is incumbent upon those in current leadership positions to properly equip future leaders to be critical thinkers in problem areas that tend to morph even while being addressed. Understanding how the threat picture can instantly transmute—and improving law enforcement's ability to not only adapt, but also anticipate threats—will be the challenge of the future.

Leverage Fusion Centers to Shape the Future

Fusion centers were created in the ambiguous post-9/11 environment and have learned as a network to stabilize chaotic atmospheres through emphasizing what has proven effective (in terms of intelligence products and services) and discarding what has not, based on feedback. Partnerships with an agency's respective fusion center can offer support not only for specific information sharing needs locally, but also for creative ways to enhance collaboration. The analytic capabilities of many fusion centers may significantly enhance how complex pattern crimes are solved and consolidate otherwise disparate multi-jurisdictional resources. It is important for a

Figure 1: The Intelligence Cycle

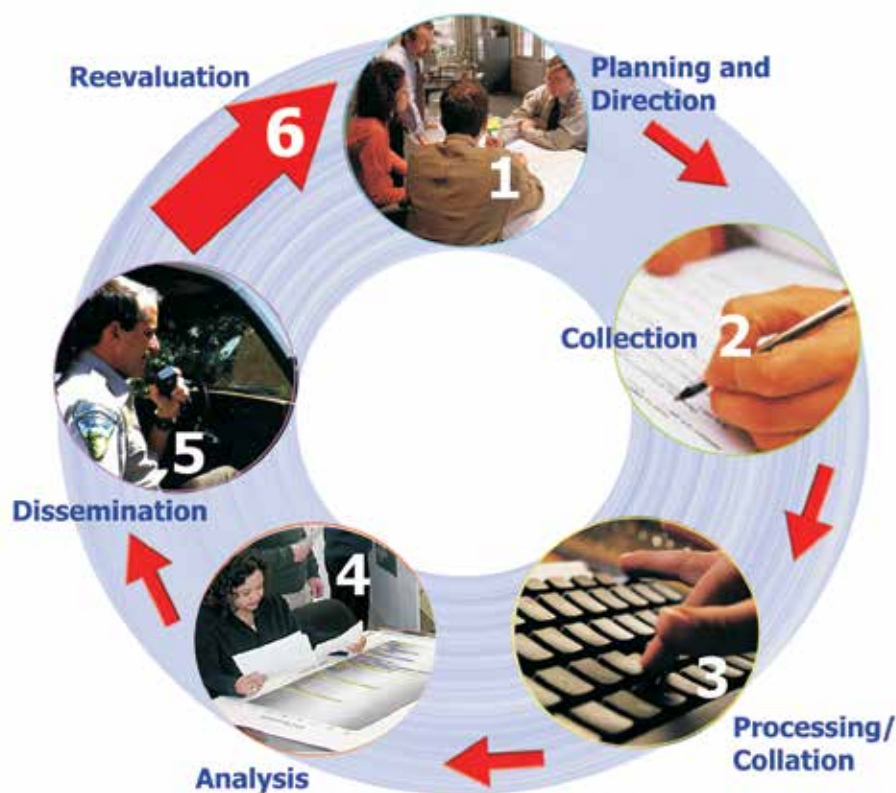


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chief or sheriff to build upon relationships with the local fusion center's director or to create a relationship if one does not yet exist. It is understandable that law enforcement leaders struggle with the concern of focusing efforts between crime and terrorism, but as there is a growing relationship between the two, strong information sharing principles serve to avert both.

Moreover, fusion centers are now in a position to compete for the law enforcement CEO's consideration in assigning analysts, detectives, supervisory, or command-level personnel. Understandably, CEOs must be discerning when considering where to assign task force resources, but the local fusion center should be part of that calculus. Today's fusion center offers officers, analysts, and law enforcement leaders assigned temporary duty the opportunity to experience the fluid world of information sharing and the opportunity to embark on creating emerging information sharing environments resilient to unforeseen threats.

In the past few years and across the United States, fusion centers have actively supported major mass casualty and other significant critical incidents, such as the Clackamas County, Oregon, mall shooting; record-setting Colorado wildfires; the Aurora, Colorado, theater shooting; the assassination of Colorado's state corrections chief; the Sandy Hook Elementary School shooting; the Dorner case in Southern California; and the Boston, Massachusetts, marathon bombing. Analysts or officers representing area agencies who are assigned to the fusion center have played an essential role in this kind of support. Many of these cases involved tips and leads from other jurisdictions requiring rapid and accurate criminal case follow-up. As a result, there is a U.S.-wide chat room on the Homeland Security Information Network (HSIN) designed to coordinate this kind of information in order to get it in the hands of investigators as quickly and accurately as possible. This type of information sharing augments local jurisdictions and their capabilities to protect their communities.

Law enforcement CEOs must investigate the CIE and its virtues. Simply put, it offers an established, programmatic approach to researching and prioritizing threats for an agency. Combined with the local fusion center and FBI field office's capabilities to assess threats, this comprehensive analysis would leave little room for error for a respective community's periodic threat assessment.

Finally, executives must consider investing in fusion center terrorism liaison or fusion center liaison programs (TLO or FLO). When dedicating personnel to these programs, it is important to be clear up front about what the TLO or FLO is expected to contribute and what the agency expects as

a return on investment. This is an invaluable opportunity for an agency to have officers trained in counterterrorism tactics, techniques, and procedures; privacy protection; and reporting mechanisms such as the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI). It also provides an opportunity for bi-directional advocacy between the respective agency and the fusion center, creating a wider understanding of information sharing initiatives and providing an avenue for more acute awareness of local threats and how they play into the U.S. and, indeed, the international threat scenario.

The post-9/11 world is much smaller in scope and size than in years past. SLTTP law enforcement cannot afford to be disconnected from post-9/11 information sharing initiatives. It is not only important for SLTTP agencies to be involved; it is also essential that they embrace a leadership role in creating future initiatives. This ensures a continued dialog with federal partners and a perpetual challenge to the naturally occurring gaps between the two environments while improving collaboration. It also indoctrinates future leaders for uncertain environments, preparing them to be bold, critical thinkers in the face of the unimaginable. ♦

Sam McGhee, a lieutenant with the Aurora, Colorado, Police Department was appointed for two years as the Deputy Executive Director of the Colorado Information Analysis Center (CIAC) in March 2012. Previous to that, he was a fellow at the Interagency Threat Assessment and Coordination Group (ITACG) at the National Counterterrorism Center in Washington, D.C. He has served on various committees within the Criminal Intelligence Coordinating Council since 2007. Lt. McGhee chaired the North Central Homeland Security Region (NCR) and Colorado's Information Sharing Committee and was one of the principal architects of the Rocky Mountain HIDTA. In 2014, Lt. McGhee helped to create the first national strategy for the National Network of Fusion Centers. He is currently a member of the IACP Committee for Homeland Security.

Notes:

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⁴G. C. Sam McGhee, "The Wicked Problem of Information Sharing in Homeland Security—A Leadership Perspective" (master's thesis, Center for Homeland Defense and Security; Naval Postgraduate School).

⁵U.S. Bureau of Justice Assistance, *Fusion Center Guidelines Developing and Sharing Information and Intelligence in a New World: Guidelines for Establishing and Operating Fusion Centers at the Local, State, Tribal, and Federal Level: Law Enforcement Intelligence Component* (Washington, D.C.: Dept. of Justice, Office of Justice Programs, Bureau of Justice Assistance, 2005).

⁶Tom Coburn and Carl Levine, *Federal Support For and Involvement In State and Local Fusion Centers* (Washington D.C.: U.S. Senate, 2012), http://www.hsgac.senate.gov/download/report_federal-support-for-and-involvement-in-state-and-local-fusions-centers (accessed December 19, 2014); Peter T. King and Michael T. McCaul, *Majority Staff Report on the National Network of Fusion Centers* (Washington, D.C.: U.S. House of Representatives Committee on Homeland Security, 2013), <http://homeland.house.gov/sites/homeland.house.gov/files/documents/CHS%20SLFC%20Report%202013%20FINAL.pdf> (accessed December 19, 2014).

⁷King and McCaul, *Majority Staff Report on the National Network of Fusion Centers*.

⁸National Fusion Center Association, *The National Strategy for the National Network of Fusion Centers* (Washington D.C.: National Fusion Center Association, 2014), v, <http://www.ise.gov/sites/default/files/National%20Strategy%20for%20the%20National%20Network%20of%20Fusion%20Centers%202014.pdf> (accessed December 19, 2014).

⁹Carter, *Law Enforcement Intelligence*.

¹⁰Criminal Intelligence Coordinating Council, Office of Justice Program, U.S. Department of Justice, <http://it.ojp.gov/default.aspx?area=globalJustice&page=2377> (accessed February 23, 2014).

¹¹McGhee, "The Wicked Problem of Information Sharing in Homeland Security—A Leadership Perspective."

¹²Major Cities Chiefs Intelligence Commanders Group, *Major Cities Chiefs: Criminal Intelligence Enterprise* (Chicago, IL: Major Cities Chiefs Association, 2011), https://www.majorcitieschiefs.com/pdf/news/mcca_criminal_intelligence_enterprise_initiative_20120329.pdf (accessed December 23, 2014).

¹³*Ibid.*

Fusion Centers: Enabling a Domestic Architecture for Sharing Information on a Range of Criminal Threats

By Kevin Saupp, Office of Intelligence and Analysis, U.S. Department of Homeland Security



Fusion centers and the U.S. Department of Homeland Security (DHS) have identified the protection of privacy, civil rights, and civil liberties (P/CRCL) as a key priority—ensuring that fusion centers protect P/CRCL, while supporting homeland security efforts. To support this priority, the U.S. Department of Justice and DHS partnered to develop a P/CRCL website, available at www.it.ojp.gov/privacyliberty, which includes training; authorities and guidance; privacy and civil liberties resources; and relevant government reports.

The U.S. Homeland Security Act of 2002 defines a fusion center as 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* [emphasis added].”¹ Contrary to often-publicized misinformation, fusion centers do not conduct terrorism investigations, which are the statutory

responsibility of Federal Bureau of Investigation (FBI)–led joint terrorism task forces (JTTFs).² Fusion centers are one response to the vision of the 9/11 Commission, which called for enhanced coordination between U.S. federal law enforcement and intelligence agencies with state and local law enforcement agencies as well as the fusing of domestic information and foreign intelligence in a manner that respects citizens’ privacy, civil rights, and civil liberties. The

capability resident within fusion centers is the result of a shared commitment by U.S. federal, state, and local governments, and ensures that relevant threat information is shared in a timely manner. Fusion centers' value comes from their daily ability to address a range of criminal threats in their specific jurisdictions, as well as the support they provide to U.S. federal law enforcement agencies related to homeland security threats, which are most often non-terrorism criminal threats.

The mission and role of fusion centers in the U.S. homeland security enterprise are often misunderstood. They are not singularly focused on counterterrorism efforts, nor do they duplicate federal partners' efforts to address terrorism threats. Rather, fusion centers serve the needs of their specific jurisdictions while integrating a capacity to identify previously unknown threats that can be shared with federal authorities to aid in prevention and response activities such as supporting or informing FBI efforts. For example, in 2013, 193 suspicious activity reports (SAR) vetted and submitted by fusion centers resulted in the initiation or enhancement of an investigation by the FBI.

Fusion Centers' Role in the U.S. Domestic Information Sharing Architecture

U.S. state and major urban area fusion centers provide grassroots information-sharing and analysis capabilities within their jurisdictions, spanning a wide array of threats and hazards including the prevention of criminal activity, response to disasters, and identification of terrorist threats. In this capacity, fusion centers serve customers and stakeholders across all levels of U.S. government and the private sector. Owned and operated by state and local law entities, fusion centers are uniquely situated to empower vast numbers of front-line personnel across multiple public safety disciplines to be aware of, identify, and report threats to their local communities.³

Fusion centers also have access to and can share critical state and local information that the U.S. federal government did not have access to in the past. Established internal policies, processes, and standard operating procedures enable fusion centers to identify priority threat information that should be shared with federal partners. Specifically, fusion centers share information, including SAR, to assist federal partners in identifying previously unknown threats or trends. This information can relate to a host of threats, including cybersecurity, narcotics trafficking, human smuggling, and other transnational organized crimes. Occasionally, this information relates to potential terrorist activities. Likewise, state and major urban area fusion centers in the United States are best positioned to understand the

Fusion Centers Support U.S. Federal Entities to Address Criminal Threats

- » The Alabama Fusion Center (AFC) was instrumental in the success of Project Synergy, a national effort led by the U.S. Drug Enforcement Administration (DEA). The AFC provided intelligence and research support to the DEA in the effort and served as a hub for research and information dissemination, investigating tips and leads submitted by Alabama's Narcotics Task Force agents for analysis of transnational drug networks, including sources of supply and global money flow. Through these joint efforts, Project Synergy resulted in the arrest of more than 38 individuals suspected of being involved with transnational drug networks and the seizure of more than 200 pounds of synthetic drugs, \$500,000 in cash and bank accounts, and 19 guns. (2014)
- » The Southeast Florida Fusion Center (SEFFC) notified the U.S. Customs and Border Protection (CBP) of two individuals in the United States who were suspected of having outstanding arrest warrants in the Bahamas. The SEFFC's ability to support local investigations and share information with CBP provided an opportunity to identify and remove dangerous individuals from the United States. (2014)
- » The Virginia Fusion Center (VFC) identified an individual impersonating a U.S. Immigrations and Customs Enforcement (ICE) agent. The VFC shared this information with ICE and collaborated to support the apprehension of the subject. (2013)
- » The Utah Statewide Information and Analysis Center (SIAC) assisted ICE and the U.S. Department of State's Diplomatic Security Service in identifying and apprehending a Mexican citizen who was unlawfully present in the United States and suspected of committing passport fraud. The SIAC's analytic and technological capabilities matched the subject to fraudulent identification cards and identified a viable address for the subject. (2013)
- » The South Dakota Fusion Center (SDFC) and the North Dakota State and Local Intelligence Center (NDSLIC) identified individuals who had ties to an active ICE transnational organized crime money laundering investigation. Through this collaboration, the SDFC and NDSLIC were able to provide previously unknown information about the individuals to ICE, which was used to document the suspects' involvement in an ongoing criminal investigation and inform DHS components' follow-up activities, including border inspections and visa adjudications. (2012)
- » The Pennsylvania Criminal Intelligence Center utilized its facial recognition tools to support the U.S. Marshals Service in locating an individual wanted for several felony offenses and to support the U.S. Secret Service in identifying an individual wanted for theft by deception/identify theft. (2011)
- » The Arizona Counter Terrorism Information Center supported the Tohono O'odham Nation Police Department and the U.S. Bureau of Indian Affairs in a drug enforcement operation that resulted in the arrest of 10 suspects and the apprehension of weapons, cash, vehicles, cocaine, marijuana, and ecstasy. (2010)
- » The Central California Intelligence Center helped prevent an international kidnapping when it coordinated with a variety of partners, including Interpol, to identify and locate the suspect and kidnapped child as they were onboard a flight to the Netherlands. (2008)

Source: "Fusion Center Success Stories," <http://www.dhs.gov/fusion-center-success-stories>

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Fusion Centers Support U.S. Federal Entities to Address Terrorism Threats

- » The Southeastern Wisconsin Threat Analysis Center provided analytic support to the FBI in response to the Oak Creek Sikh Temple active shooter incident. (2012)
- » The Colorado Information Analysis Center (CIAC) supported an investigation of a local woman reported missing, Jamie Paulin-Ramirez. Upon analysis of this report, the CIAC provided information to the local JTTF, which supplemented an open FBI investigation on the woman. In March 2010, Paulin-Ramirez was detained in Ireland and was subsequently ordered to serve an eight-year prison sentence for providing material support to terrorists. (2010)
- » The North Carolina Information Sharing and Analysis Center (ISAAC) contributed to the arrest of Daniel Patrick Boyd, who was accused of recruiting individuals to take part in a conspiracy to advance violent jihad, including supporting and participating in terrorist activities abroad. The ISAAC developed information through its community outreach program and shared it with the FBI, which conducted a follow-up investigation and subsequent arrest. (2009)

Source: "Fusion Center Success Stories," <http://www.dhs.gov/fusion-center-success-stories>

U.S. Fusion Centers Support Other Fusion Centers to Address Criminal Threats

- » The Central Florida Intelligence Exchange, the Tennessee Fusion Center, and the Georgia Information Sharing and Analysis Center, collaborated to identify the location of an individual wanted by ICE for production of child pornography. (2013)
- » The Southern Nevada Counterterrorism Center (SNCTC) obtained information from a local inmate claiming to be a soldier of the Gulf Cartel. After vetting the information—including details surrounding Gulf Cartel smuggling routes, tactics, techniques, and procedures, as well as specific information regarding an unsolved murder that took place in Texas several years prior—the SNCTC passed the information to the Texas Joint Crime Information Center (JCIC). Working through the JCIC, the resulting actionable intelligence enabled the Hidalgo County, Texas, Sheriff's Department to open a new investigation on an unsolved murder. (2012)
- » The Georgia Information Sharing and Analysis Center and the Virginia Fusion Center collaborated to identify previously unknown information on a suspect that led to the arrest of an individual charged with murdering a young child. (2011)
- » The Pennsylvania Criminal Intelligence Center and the Maine Intelligence Analysis Center collaborated with the Royal Canadian Mounted Police to identify and support the arrest of an individual on charges of kidnapping and rape. (2010)

Source: "Fusion Center Success Stories," <http://www.dhs.gov/fusion-center-success-stories>

local implications of national-level threat information shared by U.S. federal government partners. This enables state and local officials to make better-informed decisions to protect their communities, and permits federal partners to more clearly understand the U.S. threat picture.

Fusion centers are organized to support and address a range of criminal threats pertinent to their jurisdictions. Fusion centers simultaneously provide a "net" capable of identifying potential terrorism threats from information associated with criminal threats and information that should be shared with federal partners for follow-up analysis or investigation and work across the entire National Network of Fusion Centers to coordinate a U.S.-wide response to threats and emergency situations. Just as an Emergency Operations Center (EOC) coordinates jurisdictional responses to incidents or emergencies at a local level, fusion centers are positioned to coordinate the application of criminal intelligence and analytic capabilities and expertise within a jurisdiction. The U.S. federal government has encouraged and supported this decentralized approach to enhancing the safety and security of the United States. Resources, such as DHS grant funds, are not solely used to counter or respond to terrorism threats; they are used on a daily basis in response to a host of other hazards and threats. Additionally, the analysts, software, and databases resident in a fusion center should be used and exercised on a daily basis in response to a variety of hazards and criminal threats. Only through the ongoing and continuous application of these resources against hazards and criminal threats in a jurisdiction will a fusion center be most effective.

Over the last several years, fusion centers have collaborated with federal partners to prevent and respond to numerous threats, as demonstrated by the fusion center success stories featured in this article (see sidebars). These success stories, which represent only a sampling from the past seven years, reflect the diverse and varied roles that fusion centers play every day in addressing criminal threats, both within a local jurisdiction and in support of U.S. homeland security and law enforcement efforts. Fusion centers provide a centralized point within their jurisdictions that is capable of identifying, sharing, and analyzing information on a variety of local and national threats.

The federal government does not have the ability to collaborate with or tailor individual products for the more than 18,000 individual state and local law enforcement agencies in the United States, nor does it have the ability to tailor threat information for individual jurisdictions and various homeland security stakeholders in

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Fusion centers provide a centralized point within their jurisdictions that is capable of identifying, sharing, and analyzing information on a variety of local and national threats.

diverse communities across the United States. Through fusion centers, the U.S. federal government has the confidence that national-level threat information will be overlaid with a local context and further distributed to local agencies within fusion centers' areas of responsibility. The baseline capabilities associated with fusion centers' privacy and civil liberties protections, security, and analytic standards have been successfully implemented via ongoing annual DHS grant requirements, and are regularly evaluated through the annual fusion center assessment process managed by DHS on behalf of the U.S. federal government.⁴

To understand the value of state and major urban area fusion centers in the United States, it is essential to understand their capabilities and performance across a variety of threats, including crime and terrorism, as well as the value to their diverse customers at the local level *and* to the U.S. federal law enforcement and intelligence communities. The true value of fusion centers, as reflected by the success stories presented, is best understood as focusing on a broad range of threats and evaluating their ability to identify, share, and analyze information, *as well as* their ability to share terrorism-related information with U.S. federal government partners. ♦

Notes:

¹Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002), as amended through Pub. L. 112-265 (2013), <http://legcounsel.house.gov/Comps/HSA02.PDF> (accessed December 22, 2014).

²Joint Counterterrorism Assessment Team (JCAT), *Intelligence Guide for First Responders*, 3rd ed. (Office of the Director of National Intelligence, Department of Homeland Security, Federal Bureau of Investigation, and the National Counterterrorism Center, 2015).

³Kevin Saupp, "Fusion Liaison Officer Programs: Effective Sharing of Information to Prevent Crime and Terrorism," *The Police Chief*

77, no. 2 (Feb 2010), www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=2013&issue_id=22010 (accessed December 22, 2014).

⁴U.S. Department of Homeland Security (DHS), "National Network of Fusion Centers Guidance and Requirements," Homeland Security Grant Program, <http://www.dhs.gov/homeland-security-grant-program-hsgp> (accessed December 22, 2014); DHS, "Annual Fusion Center Assessment and Gap Mitigation Activities," <http://www.dhs.gov/publication/annual-fusion-center-assessment-and-gap-mitigation-activities> (accessed December 22, 2014).

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A banner for the LEIM 2015 conference. The background is a black and white photograph of a city skyline (San Diego) across a body of water. Overlaid on the image is a large, faint watermark of the International Association of Chiefs of Police (IACP) seal. The text "LEIM 2015" is prominently displayed in large white and blue letters. Below it, in smaller white text, is "May 18-20, 2015 | San Diego, CA". At the bottom, in large white italicized font, is "Registration Now Open!". Below that, in smaller white text, is "Learn more about the 39th Annual IACP Law Enforcement Information Management Training Conference and Technology Exposition at www.theiacp.org/leim-conference".

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REGIONAL PARTNERSHIPS: The Greater Boston Area's Approach to LARGE-SCALE SECURITY

The U.S. Democratic National Convention (DNC) was scheduled to be held in Boston, Massachusetts, from July 26 to 29, 2004. It was the first time the national convention for either political party was held in this historical city, and it was the first political event of this magnitude that was held anywhere in the post-9/11 era. As Boston braced for the onslaught of delegates and tourists, reservations for hotels and restaurants began to book quickly. Simultaneously, the Boston Police Department, Massachusetts State Police, U.S. Secret Service, and a number of other law enforcement agencies began to plan for the largest law enforcement mobilization in the history of the city.

An intricate part of the security plan included local officers from regional law enforcement councils (LECs). The two biggest councils were made up of communities to the north and to the south of Boston. The Northeast Merrimack Valley Law Enforcement Council (NEMLEC), founded in 1969, includes two sheriff departments and 59 cities and towns located north of Boston. The Metropolitan Law Enforcement Council (Metro LEC), founded in 2003, has a membership of 44 cities and towns and two sheriff departments, all located south and west of Boston. Both councils have impressive SWAT, Crisis Negotiations Team (CNT), Mobile Operations (MOP), cybercrime units, and investigative capabilities. During the DNC, members from all of these units were mobilized to provide security at and around the event venue, conduct escorts for the delegates, and provide crowd control as needed.

**By Kenneth Berkowitz, Canton, Massachusetts,
Police Department, President, Metropolitan Law
Enforcement Council**

Leading up to the convention, LEC personnel trained diligently for the specific missions that they would be tasked with. Motor officers, SWAT operators, and a versatile crowd control unit known as the Regional Response Team (RRT), trained along with their counterparts from the Boston Police Department. Each unit was assigned a Boston Police Department captain who acted as a liaison between the unit and the department. The convention concluded with no calls for any major incident response, yet the teams were kept busy during the event providing escorts and security details. Later that same summer, the Republican National Convention was held in New York City, and it, too, went off without any real problems.

After the convention in Boston, it was evident that the personnel from both councils had gleaned an abundance of experience operating in an urban environment. Both LECs earned a reputation for responding professionally and with restraint. Professional relationships and lifelong friendships were formed, which would prove useful as more events took place in Boston.

As the summer of 2004 moved into the fall, the Boston Red Sox clinched the pennant in the American League Championship Series,

beating their rival team, the New York Yankees. During the ensuing celebration, a crowd of excited fans began to grow outside Fenway Park in Boston. Boston police officers, greatly outnumbered by fans, tried to maintain public order and quell the crowd of rambunctious, alcohol-impaired celebrators. A less-lethal beanbag was deployed by law enforcement, which hit a young woman in the crowd with an unpredictable and devastating result: the less-lethal round had somehow found its way past the woman's eye socket and lodged in her brain. The college co-ed would succumb to the injuries she sustained, while many police officers and residents were left wondering how something that was supposed to be "less lethal" caused so much damage.

At this juncture, Boston Police Commissioner Kathleen O'Toole made the decision to once again request the outside LECs, who had worked so well in concert with the Boston Police Department previously, to assume a role in providing safety and security for the 2004 Major League Baseball World Series, which was to be held in Boston. The area around Fenway Park was broken up into tactical zones and the Massachusetts State Police, NEMLEC, and Metro LEC were each assigned responsibility for a specific zone. Since staging areas, communications, rules of engagement, and the command control plan were previously utilized at the DNC, this new mission was organized fairly seamlessly. Unlike the DNC, however, the main mission of all the agencies utilized during this call out was the complex crowd control. The series ended with a Boston victory, little or no property damage, and very few arrests. There is no doubt that the key component to this desirable outcome was an overwhelming presence by police in and around the venue. After this event, command staff, as well as operators from each organization, stayed in close contact and joint training exercises and drills were held. Homeland security councils also saw the benefit of the LECs and their hard work was rewarded with well-earned funding. As the federal dollars began to flow down to the LECs, the money was used to purchase and update equipment, an effort that made a significant impact on the LECs' operational capabilities. Today, armored personnel carriers, procured with federal funds, are commonly shared throughout the Commonwealth of Massachusetts and with other LECs when the need for a tactical response arises.

Over the next several years, both LECs, as well as federal and state law enforcement partners, worked together on numerous events, including the New England Patriot Super Bowl victories, the Boston Celtic basketball championships, and the Boston Bruins Stanley Cup triumphs. However, none of those festive events compared to

the challenges associated with the regional response to the terrorist attack at the Boston Marathon on April 15, 2013.

When the bombs went off at the Boston Marathon, despite all the confusion, law enforcement personnel were able to mobilize quickly and respond to the request for immediate help by the City of Boston. LECs, as well as Massachusetts's state and federal partners, were able to build upon prearranged staging areas that had been utilized for numerous past activations. Regional teams, as well as stand-alone agencies, were able to communicate through a pre-existing radio network called the Boston Area Police Emergency Radio Network (BAPERN). BAPERN is a system that has been in place for over 40 years and maintains 12 channels. Two are emergency network channels, for incidents and crimes in progress; six are district channels, which cover the various BAPERN regions; and the remaining four channels allow task forces and regional teams to communicate during joint law enforcement operations. BAPERN boasts close to 175 members, including the Boston Police Department, the Massachusetts State Police, and the Federal Bureau of Investigation (FBI). The network and membership continue to grow, as the system has recently expanded to the southeast portion of Massachusetts. During the marathon bombing response, several of the channels were cross-patched to Boston Police Department radio channels, allowing for outside resources to effectively communicate and monitor the radio frequencies of the Boston Police Department.

There is no doubt that over the next three to five years, the United States will experience an increase in critical incidents, both man-made and natural. Time and experience has demonstrated that incidents such as microbursts, active shooter events, terrorist attacks, and an array of other scenarios are beyond the scope of one single agency. It is imperative that modern law enforcement agencies regionalize both resources and personnel, so when a call for assistance goes out, all the necessary help arrives in a timely and orderly fashion. By employing this disciplined response, the chaotic situations begin to stabilize. Regional policing allows both officers and resources to be deployed with a command-and-control structure; interoperability capabilities; and, most important, intricate knowledge of the affected area. Regional teams that train with one another and include their state and federal partners become stakeholders in each other's success. Cultivating these valuable partnerships is a necessity in the world of contemporary law enforcement. It is a responsibility owed to community members and the men and women who work for public safety organizations. Most important, however, it is essential to ensuring the safety of all the citizens of the United States. ♦

INVESTING IN REGIONAL POLICING

Regional police initiatives are effective, and there is little or no cost in starting up a regional program. At the outset, an executive board should be formed that includes representatives from different participating departments. The executive board will set what it considers a reasonable amount to charge for dues and decide if there should be a one-time initiation fee for startup funds. Similar to many task forces, the regional policing organization should execute a Memorandum of Understanding that clearly delineates the liability to a requesting agency and the command control structure that responding officers will operate under once they are deployed. One of the great benefits to regional policing is the fact that the requesting agency maintains command of the incident and a local incident commander should always be on scene.

Units such as crisis negotiations, mountain bike patrol, and peer support require minimal equipment, and many departments already have personnel who are trained or have expertise and experience in these areas. It may be as simple as putting together a regional resource list of officers who possess certain expertise in the above-mentioned areas. In some cases, with little investment and regular training, a cohesive group can easily be formed; for example, a motor unit based around a motorcycle officers group that already rides together for funerals or escort services.

Other more specialized units such as SWAT and cybercrime would require a larger monetary investment and more training before they could be operational. Although, many of the costs would be prohibitive for an individual jurisdiction, if it is spread over many communities, it becomes a very affordable option. Most states and communities have mutual aid pacts or statewide mobilization plans allowing them to request help from surrounding jurisdictions for incidents that are beyond their own capabilities. In an age where departments are tasked with responding to a myriad of calls, departments need to be prepared at every level to step up to the challenge. Regional policing is a force multiplier and allows for departments to effectively deal with and keep control of incidents that occur and affect their area of operation.

Preventing Violent Extremism Through Community Engagement

Radicalization to violence, wherever it occurs, is an emotionally charged issue. That means that any conversation about radicalization to violence is bound to be difficult, especially when initiated by a government official or the police. Whatever form that conversation takes, it can be interpreted by some people as little more than stigmatization of an entire community based upon assumptions about people, faith, and politics. People may even see any attempt to open a dialogue as a front for information or intelligence gathering.

However, difficult as it may be, the conversation is essential. Meaningful preventive responses to radicalization to violence originate from within communities; to implement these solutions, communities must understand the issue, the risks involved, and the opportunities to intervene in individual pathways to terrorism. To do that, they have to be able to talk about radicalization to violence with people who are knowledgeable, compassionate, and culturally informed.

Starting the Conversation

The government of Canada, working through key agencies like Public Safety Canada and the Royal Canadian Mounted Police, has spent more than a decade reaching out to and engaging different communities on national security-related issues. The purpose of this outreach has been to build a foundation of trust by opening and deepening channels of communication. It has provided an opportunity to clarify the government's role in national security, counterterrorism, and countering violent extremism (CVE) and to listen to the concerns and perspectives of all of Canada's diverse communities.

The effort has been successful. Public Safety Canada has been able to reach deep into the diverse communities that comprise Canada to establish real bonds and lasting relationships. But making the transition from building relationships to engaging in substantive discussion of the threats and risks associated with violent extremism is challenging.

One of the most positive outcomes of the outreach and engagement efforts came when community leaders started asking for more information about radicalization to violence. In particular, they wanted case studies of people who had radicalized to violence so that they could better understand what was happening to their own young people. The use of classified information in public fora is fraught with challenges, so Public Safety Canada took a different and innovative approach. Instead of lecturing community groups on broad indicators of violent extremism or describing a specific case of radicalization to violence, the organization began using the technique of storytelling. This approach not only describes and defines violent extremism, but also elicits possible responses to the problem of radicalization to violence from those who are affected most.

Storytelling is one of the oldest forms of human communication. For thousands of years, people have used stories to entertain themselves and each other; to teach; and to pass on tradition, lore, and wisdom. For many individuals, their earliest memories are of the important people in their lives telling them stories. People regularly see stories acted out on the stage and on the screen and read stories in the printed and virtual pages of books and magazines. But the most memorable stories are the ones we hear. The act of telling a story or listening to a story establishes an intimate bond between the storyteller and audience that consists of mutual trust, respect, and understanding.

To support this initiative, senior CVE advisors at Public Safety Canada developed a series of first-person narratives, each one describing in detail a journey along the radicalization-to-violence continuum. The narratives are based on actual events and combine publically available details from real-life Canadian and international terrorism cases.

The outreach project currently includes six narratives, each one portraying a different person on a different radicalization-to-violence pathway. The power of these

radicalization-to-violence stories lies in the immediacy of the first person voice and the present tense. The narratives are written as stories and are intended specifically to be read aloud in the context of community meetings. They are almost always presented by the people who wrote them.

The narratives neither moralize, nor pass judgment, but present violent extremists as fully formed human beings—a white supremacist reflects on his own failings; a Muslim convert foreign fighter remembers his childhood; an eco-extremist talks about her doubts and hesitations.

Only half the stories are about al Qaeda-inspired violent extremists, and none of them focus on encounters between the protagonists and intelligence or law enforcement, so telling them creates a safe environment that allows listeners to focus on details and similarities, rather than on perceived targeting or profiling of groups or individuals.

Taking Stories to People

The initial case study narratives were presented in the autumn of 2013, to the Cross-Cultural Roundtable on Security (CCRS), a blue ribbon panel of leaders from diverse communities across Canada that advises and consults with the federal government on national security matters. The CCRS response to the narratives was overwhelmingly positive, and, with the help of CCRS members, initial meetings were set up in the Toronto, Ontario, area to present them to communities.

To date, the narratives have been presented to Muslim community groups in a number of large cities across Ontario and in Quebec and Alberta, (totaling approximately 250 people) with the support of Public Safety Canada's Citizen Engagement team.

As each session opens, the storyteller explains to community members what they are about to hear and asks them to choose two or three narratives that they believe will have particular meaning or relevance. While most appreciate the fact that not all of the narratives are about al Qaeda-inspired extremists, narratives with Muslim characters

tend to be chosen most frequently by Muslim community groups.

After the chosen narratives have been read and the audience has had a chance to digest them, Public Safety Canada facilitators pose a series of questions designed to elicit people's feelings about what they have just heard. More importantly, the questions challenge the audience to discuss what is going on in the stories, where intervention might have occurred to stop the radicalization process, and who in the community could have been responsible for that intervention. Critically, facilitators encourage the audience to consider what tools, processes, and programs exist or are needed in their specific community to address radicalization to violence.

The narratives are a vivid portrayal of the violent extremist mind-set. The questions challenge people to understand extremism in the context of their own communities and their own lives. They give rise to frank discussions of the reality of radicalization to violence and the need for communities to recognize and address it locally. The narratives have been structured so that it is easy to change minor details—place names, events, personalities—to reflect local realities. Audiences respond positively to the narratives and the stories they recount, and individual audience members often observe that they knew someone “just like” the person portrayed in the narratives. In the course of one meeting, one person attempted to dominate the agenda, characterizing the narratives as falsehoods and claiming that going to fight in places like Syria and Somalia was a duty incumbent upon all Muslims. The community immediately engaged him in debate, disputing the theological basis of his claims and defending Public Safety Canada and its motives for being there.

Follow-up surveys and interviews with attendees have been extremely positive. A significant majority agree that after participating in one of the storytelling events, their awareness and understanding of violent extremism had increased, as had their ability to recognize the signs of radicalization to violence in others. More importantly, most felt confident that they know whom to contact for information, help, and support.

The Future

Based on the initial success of the case study narratives in Ontario, Public Safety Canada is working with the CCRS and other community interlocutors to present the case study narratives across Canada. Planned presentations will focus on large urban centers, especially those that have direct experience of the effects of radicalization to violence and, particularly, travel for terrorist purposes.

A number of other case studies are under development, including historical

figures and other ideologically and religiously motivated extremists. Ultimately, the hope is to have a “library” of about 15 narratives to choose from, some of which will be written by community members themselves.

Initial experiments with incorporating the narratives into CVE training for Canadian law enforcement, community leaders, and front-line service providers have been successful. Reactions to having a community member read a narrative have also been extremely positive. A “train-the-trainer” curriculum that will allow Public Safety Canada to increase the number and frequency of facilitated storytelling sessions is currently in development.

The case study narratives—and their success—have generated a great deal of interest both within and outside of Canada. Notably, they have been shared with the Montgomery County, Maryland, Faith Community Working Group, an innovative community-based CVE initiative in the greater Washington, D.C., area. They have also been shared with the U.S. Department of Homeland Security, which has employed them in some of its own CVE engagement programming, and with the White House Office for Community Partnerships. The narratives generated a great deal of interest at an international CVE meeting sponsored by the International Association of Chiefs

of Police and the U.S. Federal Law Enforcement Training Center. The approach has also been shared in meetings with the Global Counter Terrorism Forum, the G7 Roma-Lyon Group, and the Organization for Security Cooperation in Europe, generating more positive feedback and interest in applicability beyond Canadian borders.

The application of the case study narrative technique to CVE is a highly successful outreach and engagement initiative by the government of Canada. The narratives provide a safe and structured context in which to discuss violent extremism. They promote shared leadership in CVE between communities and the government and intervention strategies that can be tailored to maximize their effectiveness. Perhaps most importantly, the intimacy of the storytelling format fosters human bonds between the people who tell the stories and the communities that listen to them. ♦

Angus Smith has been an intelligence analyst with the Royal Canadian Mounted Police for more than 25 years. He is currently seconded to Public Safety Canada where he is a Senior Special Advisor in the National Security Policy Directorate.

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State and regional fusion centers can assist campus safety and security officials with venue planning and operational support during athletic and special events.



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Connecting the Dots: Fusion Centers Working with Higher Education to Combat Terrorism



By James T. Bryan, Chief of Police, Butler
Community College, El Dorado, Kansas

The U.S. criminal justice community and much of the U.S. public recall that the horrific events of 9/11 were preceded by several of the al Qaeda-affiliated attackers' attendance at flight schools across the United States. As early as 1998, a Federal Bureau of Investigation (FBI) pilot reported that a large number of Middle Eastern men were in flight training in Oklahoma, and, in July 2001, a Phoenix-based agent requested to investigate the suspicious number of Middle Eastern individuals attending flight colleges after recognizing the significance and potential of using aircraft as vehicles for attacks.¹

The fact that organized secondary educational institutions were the common denominator for several of the 9/11 terrorists caused law enforcement and the intelligence field to turn a keen eye to the college and university environment in an effort to "connect the dots" toward preventing future such assaults on the United States and its citizens.

Robert Mueller, who was appointed the sixth director of the FBI only days before the September 2001 attacks, announced and initiated multiple changes to the bureau on May 29, 2002, which included permanently shifting 518 special agents to counterterrorism and national security work.² Those assignments were bolstered by guidelines released in an announcement by then-Attorney General John Ashcroft, who stated, "For the purpose of detecting or preventing terrorist activities, the FBI is authorized to visit any place and attend any event that is open to the public, on the same terms and conditions as members of the public generally."³ Of course, most U.S. colleges are open and accessible to the public and have events, meetings, and resources that are made available to the public.

The United States hosts more college and university students than any other country in the world, with a record-high 866,052 foreign students studying in the United States in the 2013/2014 academic year, at over 7,000 different campuses.⁴ Accordingly, the intelligence community has started to pay closer attention to college settings, courses of study, and the backgrounds of incoming students to better identify potential warning signs of terrorism.

Information Sharing Improvements

Fusion Centers

As the establishment of the fusion center network in the United States began, and the expansion of Joint Terrorism Task Forces (JTTFs) occurred (the number of JTTFs doubled after 9/11), the importance of information sharing between campus security forces and other state, local, and federal law enforcement was realized. Campus-specific research and products began to be produced, and college police officers were assigned to some JTTFs and fusion centers. According to Glenn L. Archer III, Deputy Director of the National Fusion Center Association, although no records are kept of the specific number of university-affiliated officers detailed to these organizations, there are several actively engaged in the efforts to combat terrorism and organized crime, including an officer from the Yale (Connecticut) Police Department, as reported in the *Brown Daily Herald* in early 2008.⁵ Even centers without dedicated campus representatives are aware of the need to solicit their information and deliver intelligence briefings and products to them. Bryan Costigan, director of the Montana All Threat Intelligence Center, one of the model centers co-located with an FBI Joint Terrorism Task Force, said, "As we have only about 30 colleges across a very large state, we have no designated campus representatives here, but the JTTF does a good job of investigating any information that develops and staying in contact with their security forces."⁶

According to a survey of fusion centers conducted by the National Fusion Center Association, the vast majority of fusion centers self-describe as "all-crimes, all-hazards" in scope. Thus, much of the work of campus delegates to organized task forces include other events of state or regional import.

Fusion centers serve as primary focal points within the state and local environment for the receipt, analysis, gathering, and sharing of threat-related information among U.S. federal, state, local, tribal, and territorial (SLTT) partners.⁷ Though successful investigations are chronicled across the United States, a notable example of the collaboration between law enforcement providers and fusion centers occurred in January 2008. In this instance, the Illinois Statewide Terrorism and Intelligence Center (STIC) received information that a Virginia man had claimed to be traveling to the University of Illinois to kill a female subject and her boyfriend and carry out a "Virginia Tech-style" shooting on the university campus. The STIC, in cooperation with the Virginia Fusion Center, produced and disseminated an Intelligence Alert to hundreds of state and local law enforcement officers within two hours of the initial notification. The Virginia State Police, working with local law enforcement, located and detained the suspect the next day, and the FBI subsequently adopted the case,

resulting in the subject eventually pleading guilty to five counts of transmitting in interstate commerce and communications threatening to injure the person of another and being sentenced to prison.⁸

Cases co-managed by fusion centers and college representatives are not always as nefarious as they may appear on the surface. Captain Chris Jones, Las Vegas, Nevada, Metropolitan Police Department, and director of the Southern Nevada Counter-Terrorism Center, said "We recently had a report from a chemical dealer in the area, that an identified subject, who happened to attend college in the area, was purchasing an inordinate quantity of a certain chemical that is of interest to those of us in the field. Working with a deputy chief from that university, whom we have an ongoing relationship with, we were able to determine that the student had a substance abuse issue. The student was found to be making clenbuterol for personal use as a weight-loss drug, and investigators were able to work with his parents and school officials to determine the reason for his attempted purchase of the chemicals and determine there was no threat to the community."⁹

Analysts and officers at state and regional fusion centers are skilled at their tradecraft and dedicated to their work behind the scenes. Campus public safety directors, college chiefs, security officials, and their related support teams are equally as passionate about their work to protect the more than 20 million students enrolled at post-secondary schools in the United States. A fusion center can provide many resources, services, and products including officer safety/early warnings; public health updates; crime mapping; background packets; and weather, natural disaster, and event support.

Social media is extremely popular among college-aged students, and fusion center delegates' monitoring of social media has allowed invaluable pre-event information and intelligence to be developed and promoted to stakeholders. For example the March 8, 2014, "Barney Blow-out," which began on the University of Massachusetts at Amherst campus before bleeding over into the Town of Amherst and resulting in 58 arrests, was preceded by social media reports of heavy alcohol consumption beginning very early on the day of the event.¹⁰ On October 29, 2014, the annual Pumpkin Festival in Keene, New Hampshire, resulted in similar widespread unruly behavior on and near the Keene State College, but the local police department was better prepared to address the anticipated lawlessness, due to a relationship with the New Hampshire State Police and their Information and Analysis Center. This state fusion center crafted a

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pre-event document for involved agencies, created oversized wall maps, and closely monitored social media in the days leading up to the celebration, as well as on the date of the event. Police Chief Kenneth J. Meolo, a 25-year veteran of the Keene Police Department, said, "The fusion center played a huge role in the risk assessment process, and defined certain threats pre-event, using the information that they had gleaned. They are an invaluable resource that we certainly use for festival preparedness and throughout the year on other matters."¹¹

These related matters could include weather events, public health warnings, CBRNE information, civil disruptions, and employee work strikes. For example, A National Adjunct Faculty Walkout Day, planned for February 25, 2015, has received scrutiny from several organizations, including FBI intelligence analysts, due to the obvious security implications and the threat of union influence, as well as known student involvement in the Occupy movement. According to Lieutenant John Weinstein of the Northern Virginia Community College (NOVA) Police Department, "Perceived exploitation of faculty could easily energize protestors who would challenge campus security and education operations," and a set of 13 guidelines was released in the December 30, 2014, issue of *Campus Safety* eNews to prepare college administrators for this event, including requesting intelligence from their respective state fusion centers.¹²

Reporting and Outreach Programs

The Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI) remains a tremendous resource for all campus police and security officers, and serves as a well-established process to report tips, leads, and information with a potential nexus to

terrorism. In fact, multiple organizations, including the IACP, have endorsed the SAR program and its multiple success stories. The National Criminal Intelligence Resource Center (NCIRC) provides free training on this process, available in both English and Spanish, and custom tailored to specific emergency community disciplines including dispatchers, fire/EMS providers, and private security. These trainings allow a police executive or agency training officer to provide a tutorial on the intelligence cycle and the steps to take regarding suspicious circumstances in each unique area of responsibility. For more information on the suite of online SAR training currently available for law enforcement and hometown security partners, go to http://nsi.ncirc.gov/training_online.aspx.

Related to the SAR efforts, in June 2010, the U.S. Department of Homeland Security (DHS) launched the widely recognized "See Something, Say Something" public awareness campaign, emphasizing the importance of reporting suspicious activities and circumstances to the proper authorities. DHS has since successfully partnered with numerous universities and schools to promote the program. The expansion continues with additional college communities becoming active in the effort, including the November 25, 2014, launch of this proven successful program by the College Station, Texas, Police Department, with partnerships in place with the Texas A&M University Police Department, the contiguous city of Bryan, and the Brazos County Sheriff's Office.¹³

Another related outreach resource, available as a free download for iPhone and Android phone users, is the "See Something, Send Something" application, which enables suspicious activity photographs and information to be transmitted and anonymously reported to fusion centers for vetting. Already in use by the Pennsylvania and Louisiana State Police forces, it has most recently been endorsed and utilized by the Virginia State Police, which investigated the deadliest campus shooting in U.S. history at the Virginia Tech campus in 2007. "The fundamentals of investigating and solving a crime haven't changed," said Major Rick A. Jenkins, deputy director of the Virginia State Police Bureau of Criminal Investigation. "But, keeping the public engaged with us through the crime-solving, tip-sharing process has evolved and, now, so have we. This app is simply the 21st century version of the traditional telephone crime tip line or hotline."¹⁴

Another DHS product with wide implementation by campus police departments is the National Terrorism Advisory System (NTAC), which, in April 2011, replaced the former color-coded threat warning system. This free information feed, with web widgets, email, Facebook, and Twitter

applications for individual users, also allows agencies to install data feeds on their agency websites to provide accurate and up-to-date information to their students, staff, and visitors concerning homeland security bulletins and emergencies. Multiple state and regional centers also have similar resources available to the police and public, with more state and locally specific information. Cornell University (New York), Saddleback College (California), and the Auburn University (Alabama) Department of Emergency Management all feature the NTAC widget prominently upon their website home pages.

Timely notifications, as well as continued educational efforts, must continue at community colleges, trade schools, and universities. A 2010 joint report issued by the U.S. Secret Service, Department of Education, and Federal Bureau of Investigation identified over 272 incidents of targeted violence affecting institutions of higher education (IHEs). The report stated, "The Secret Service, the Department of Education, and the FBI are keenly aware of the profound and devastating physical, emotional, and psychological injuries that result from acts of violence against IHE community members and their effect on the nation as a whole."¹⁵

Using the National Network of Fusion Centers, college and university police agencies can enhance and increase their effectiveness, sophistication, and relevance by continuing to advocate for the worth of intelligence products and training; dedicating personnel to the JTTFs when possible; and educating entire policing teams on the importance of collection and submission of crime reports, tips, and suspicious activity reports integral to true information sharing.

These efforts will likely increase the probability of "connecting the dots" toward preventing an incident or enhancing investigation of the next incident in a region—or anywhere in the United States. A debt of gratitude is owed to the domestic intelligence community, and fusion centers specifically, for their proven benefits, solid partnerships, and support of campus police operations. ♦

James T. "Tim" Bryan, is the Director of Public Safety for Butler (Kansas) Community College, and was appointed in August 2013 to lead their newly formed police department, with seven campus locations across four counties in south-central Kansas. He is an active member of the IACP Committee on Homeland Security.

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¹Toni Locy and Kevin Johnson, "FBI Missed 9/11 Clues," *USA Today*, May 29, 2002, <http://usatoday30.usatoday.com/news/washington/2002/05/30/fbi-missed-clues-usat.htm> (accessed January 7, 2015).

²*FBI Reorganization, Initial Steps Encouraging Broad Transformation Needed, Before the Subcommittee on Commerce, Justice, State, and the Judiciary, Committee on Appropriations, 107th Cong.* (statement of David M. Walker, Comptroller General of the United States, 2002).

³"Attorney General Guidelines" (remarks of Attorney General John Ashcroft, May 30, 2002), <http://www.justice.gov/archive/ag/speeches/2002/53002agpreparedremarks.htm> (accessed January 2, 2015).

⁴Institute of International Education, "Fast Facts," *Open Doors Report on International Educational Exchange*, 2014, <http://www.iie.org/~media/Files/Corporate/Open-Doors/Fast-Facts/Fast-Facts-2014.ashx> (accessed January 2, 2015).

⁵Glenn L. Archer III (deputy director, National Fusion Center Association), telephone interview, December 16, 2014; Justin Elliott, "FBI Working with Campus Police Forces on Terrorism," *Brown Daily Herald*, January 10, 2008, <http://www.browndailyherald.com/2008/01/10/fbi-working-with-campus-police-forces-on-terrorism> (accessed January 7, 2015).

⁶Bryan E. Costigan (director, Montana All Threat Intelligence Center), telephone interview, December 12, 2014.

⁷Criminal Intelligence Coordination Council (CICC), *A Call to Action: A Unified Message Regarding the Need to Support Suspicious Activity Reporting and Training*, June 14, 2012, http://nsi.ncirc.gov/documents/A_Call_to_Action.pdf?AspxAutoDetectCookieSupport=1 (accessed January 7, 2015).

⁸U.S. Department of Homeland Security, "Fusion Center Aids in Preventing 'Virginia Tech Style' Attack," *2007–2009 Fusion Center Success Stories*, July 9, 2013, <http://www.dhs.gov/2007-2009-fusion-center-success-stories> (accessed on December 3, 2014).

⁹Chris Jones (captain, Las Vegas, Nevada, Metropolitan Police Department, director, Southern Nevada Counter-Terrorism Center), telephone interview, January 7, 2015.

¹⁰University of Massachusetts and the Town of Amherst, "A Safer Community through Partnership" (Boston, MA: Edward Davis, LLC, 2014), 5, <http://www.umass.edu/newsoffice/sites/default/files/attachments/Amherst%20final%20report%20%209-17-14.pdf> (accessed January 7, 2015).

¹¹Kenneth J. Meola (police chief, Keene, NH, Police Department), telephone interview, 2014.

¹²John Weinstein, "13 Steps Your Campus Should Take to Prepare for National Adjunct Faculty Walkout Day," *Campus Safety eNews*, December 30, 2014, http://www.campus-safety-magazine.com/article/13_steps_your_campus_should_take_to_prepare_for_national_adjunct_faculty_wa (accessed January 7, 2015).

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Product Feature:

Tactical Gear Balances New Designs with a Tradition of Craftsmanship

By Scott Harris, Freelance Writer

Note: *Police Chief* magazine, from time-to-time, offers feature-length articles on products and services that are useful to law enforcement administrators. This article features tactical gear.

Gear is an interesting part of the law enforcement product portfolio. Though companies that provide gear must be responsive to changing customer preferences and evolving options for creating their products, they must also walk a balance between new technologies and the quality needs that will not change fundamentally as long as the human body remains involved in law enforcement.

Products like gloves, holsters, and boots remain as important as ever in the daily life of the police officer, right alongside newer tools like specialized mobile apps or body-worn cameras. But just because today's tactical gear would probably be recognizable to the law enforcement professionals of previous generations, it doesn't mean there aren't advancements happening all the time that make this gear more useful in the present-day environment.

A Natural Fit

A prime example of this balance is found in StrongSuit Brands, a South Carolina company producing gloves for high-performance needs, including users in the public safety sector.

One of the key differences from other gloves, according to StrongSuit CEO Scott McDaniel, is a pre-curved design, which

helps mold the gloves to the natural shape of the hand and makes for a better and more comfortable fit.¹ This allows more manual dexterity for key tasks like writing and, if need be, using firearms.

"Most gloves fit like an oven mitt, but we design our gloves to fit your hands. We want it to feel normal when you put it on," McDaniel said. "You don't have to fight the material. They can wear the glove to shoot or they can wear it to write with, whereas before you'd have to take your glove off. We get feedback from people saying it's the best shooting glove you can buy."²

The Enforcer model is the company's top-selling tactical glove, but there are several different options. The Weather-master gloves include a layer of neoprene and windstopper fleece on the back of the hand to provide extra protection from the elements. The new Q-Series line, which was just launched in December 2014, was developed in partnership with professional firearms instructor Gary Quesenberry, who is also a competitive shooter and a finalist on *Top Shot*, a reality television program airing on the History Channel that pits different sharpshooters against one another for prizes.

Many StrongSuit gloves mimic the human hand in another important way besides the fit. A special conductive material called NewTouch allows wearers to use smartphones and tablets—or any device with a touchscreen—without removing or cutting holes in the glove. Depending on the model, tactical gloves are equipped with NewTouch in the thumb and first two fingers or, in the case of its "TAC" models, all five fingers. "You can use your phone

with the glove on. It's so thin it gives you tactility," McDaniel said. "We don't want folks to have to remove their gloves to use their phone or touch screen device."³

The gloves are thin and lightweight, but durable. And, although the gloves aren't designed to hold up if officers are "crawling over gravel every day," as McDaniel puts it, with normal use they can last for years.⁴

The GloGlov is another product that is helping to expand the utility of the standard-issue tactical glove. Made in Washington State by Excel Gloves and Supply, GloGlovs are outfitted with reflective materials that increase officer safety by making officers more visible and assist with activities such as traffic control. Another leader in tactical gear is New Jersey-based Some's Uniforms, which supplies a wide range of gear and apparel ranging from glove and trim to full uniforms.

There When You Need It

The average police duty belt today can weigh 15 pounds or more. That's understandable when one considers that firearms, ammunition, handcuffs, radios, flashlights, and more can be found on these indispensable platforms. Increasingly, mobile devices, weapons like pepper spray or TASERS, and cellphones are also regular fixtures.

Another common item found somewhere on the officer's person is the emergency medical kit. This is one item every agency wants to ensure their officers carry, but medical kits need to remain unobtrusive enough that they do not become a burden and are left behind by officers. That is where Chinook Medical Gear comes in. The Colorado-based vendor sells

Products like gloves, holsters, and boots remain as important as ever in the daily life of the police officer, right alongside newer tools like specialized mobile apps or body-worn cameras.

various modules or kits designed for different public safety sectors and does so with convenience, as well as safety, in mind. With the number of duty-belt items going up, it can be good to know that efforts are under way to make the footprint of those options go down.

"Duty belts have become so cumbersome and heavy," said Garrett Dickinson, Chinook's product development coordinator. "Our modules are as light as possible, but still help officers carry a medical kit. If you have to keep the kit in the car because it is too big or heavy to carry around, it kind of negates its value. So we want to make it as lightweight as we can."⁵

In particular, two Chinook modules—the LEMK-CTP (Covert Trauma Pouch) and the LEMK-OR (Officer Response) Kit—are about half the size of a standard kit, Dickinson said, and as a result are small enough to be comfortably worn on a duty belt, in a cargo or vest pocket, or under plain clothes. "It fits in the coat pocket," Dickinson said. "You can insert [it] behind the ballistics plate or fit [it] in a cargo pocket. But you want to have medical supplies on your person."⁶

Prices on all Chinook modules range from \$36.95 for a kit containing supplies to treat hemorrhaging to several hundred dollars for kits treating a wider range of conditions. But what Dickinson pointed to as a distinguishing factor is the service Chinook provides. Though Chinook kits can be ordered pre-filled or as empty cases, the company also fills customized kit orders, which can make purchasing easier for law enforcement agencies on multiple levels. "Not every department trains with the same tourniquet, for example," Dickinson said. "We can assemble the kits based on specs from departments. If they don't have the budget to train officers on something new or buy something new, we can help them keep the kits consistent."⁷

Sales experts with Chinook also can help customers navigate the often-intricate process of finding and seeking financial assistance from government sources. Though these sources are numerous, programs and

protocols often change and can be confusing to the uninitiated.

"We work with people every step of the way to provide them with the best trauma equipment they can carry," Dickinson said. "We know the [U.S.] federal grants program and stay up to date on all the funding options. It can be such a maze of paperwork and acronyms that the process itself can be prohibitive on its own. So we do try to help people understand that better."⁸

Some Things Never Change

Traits like durability and sturdiness will never be outmoded in law enforcement, no matter what else may change. That applies to the gear officers wear just as much as it does to the officers themselves.

That is something suppliers like the Dehner Company have never forgotten. Since 1929, the Omaha, Nebraska-based manufacturer has prided itself on the quality of its leather boots. Today, it still crafts boots out of 100 percent leather and is a leading producer of patrol boots, belts, holsters, cases, and a host of other items for law enforcement customers. "In the tight budget areas of today, people have cheapened the material that they use, and we've resisted that," said company president Jeff Ketzler. "We're more cost-effective in the long run because they get more service out of it on the back end."⁹

Boots are still the Dehner Company's signature item, and the pride it takes in their craftsmanship is evident in large and small touches. For example, some manufacturers sell an injection-molded footbed, which

means that "if it wears out, you have to throw it away," Ketzler said.¹⁰ Dehner uses a natural footbed that is more comfortable and easier to replace.

He said Dehner has gotten direct feedback that its products prevented injury to officers. "Our boots are a lot more substantial," Ketzler said. "You just feel better knowing you have something like this. If you've ever laid a bike down, or if you've ever hit the pavement, you're thankful for a good pair of boots ... We replace boots a couple times a year for when people have hit the pavement. The boots are pretty messed up but the officer is OK."¹¹

Tex Shoemaker and Sons, based in California, also crafts footwear and leather accessories for police professionals. Both Tex and the Dehner Company make their products in the United States. ♦

Notes:

¹Scott McDaniel (CEO, StrongSuit Brand), telephone interview, December 12, 2014.

²Ibid.

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⁴Ibid.

⁵Garrett Dickinson (product development coordinator, Chinook Medical Gear), telephone interview, December 11, 2014.

⁶Ibid.

⁷Ibid.

⁸Ibid.

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¹⁰Ibid.

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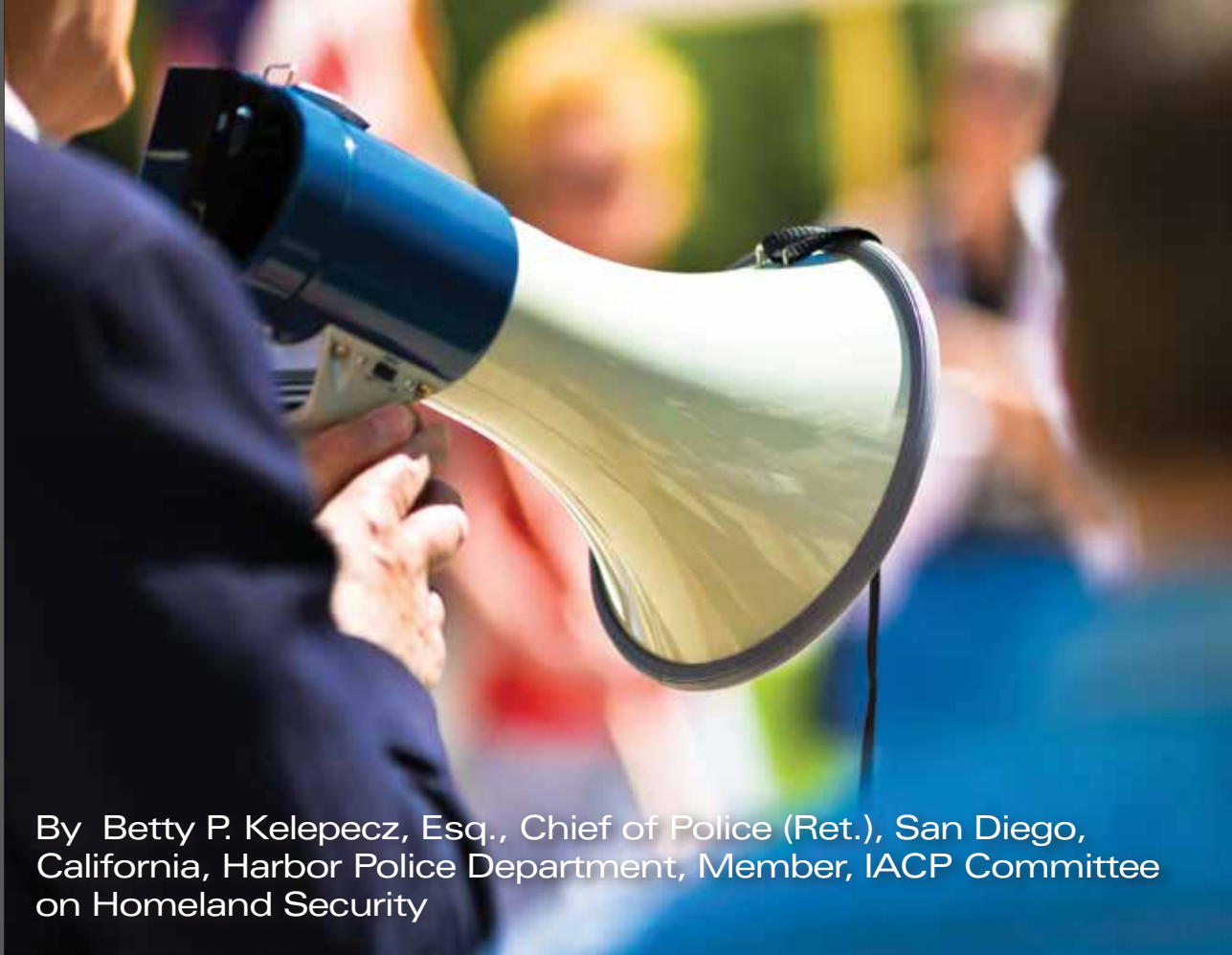
Product Feature:

Source List for Tactical Gear

For contact information, view this article in the February 2015 issue online at www.policchiefmagazine.org.

911 Store
Chinook Medical Gear
Dehner Co.
Diamondback Tactical
DSM Dyneema
GH Armor Systems
GloGlov—Glo Concepts LLC
Guardian Protective Devices
INTAPOL
Markl Supply Co. Inc.
Officer Survival Initiative
Olight

Oregon Aero Inc.
Peerless Handcuff Co.
Red the Uniform Tailor
Reliapon Police Products
Renegade Armor LLC
Ripoff's Holsters Div. of US Armor Corp.
Some's Uniforms, Inc.
StrongSuit
Super Seer Corp.
Superior Uniform Sales Inc.
Tex Shoemaker and Sons Inc.



By Betty P. Kelepecz, Esq., Chief of Police (Ret.), San Diego, California, Harbor Police Department, Member, IACP Committee on Homeland Security

Effect on Law Enforcement and the Debate Surrounding It

The U.S. Department of Defense (DOD) Excess Property 1033 program has assisted law enforcement agencies for nearly 25 years. It is best known for its role in providing law enforcement agencies with critical but previously unavailable equipment for little to no cost. For example, prior to the deployment and utilization of today's purpose-built police armored personnel carriers such as the Lenco BearCat and Armored Solutions TK-4, many police departments relied on privately donated armored bank cars to provide ballistic protection for their officers. By the early 1990s, departments began to replace these cash-carrying conveyances with surplus armored personnel carriers originally

developed for the U.S. Air Force to escort convoys and patrol air bases scattered throughout the world. The vehicle, known as the Peacekeeper, began its service with the Air Force in 1980 and by the mid-1990s, nearly all Peacekeepers had been replaced in U.S. service. Many of the nearly 800 Peacekeepers produced took up new duties as police SWAT vehicles in jurisdictions throughout the United States as the most visible symbol of the DOD Excess Property 1033 program.

The 1033 program of late has been catapulted into national debate as the result of recent events across the United States that have been associated with the use of military-supplied equipment. In the current atmosphere,

it's extremely important that law enforcement leaders be informed on the 1033 program—what it is; what equipment is available to law enforcement agencies; how equipment can and has been used by law enforcement agencies; and how their agencies may be able to take advantage of this valuable federal recycling program.

The 1033 Program

The 1033 program is a federal program that distributes unused and excess DOD property that might otherwise be destroyed to law enforcement agencies across the United States and its territories. No equipment is purchased for distribution; all items are excess that have been turned in by military units or have been held as part of reserve stocks until no longer needed. Contrary to popular belief, the vast majority of the equipment is not weaponry, as the list below demonstrates. The program provides the following surplus items:

- office furniture
- household goods
- exercise equipment
- generators
- tents
- other law enforcement essentials (e.g., handcuffs, riot shields, holsters, binoculars, magazines, digital cameras)
- vehicles (e.g., ambulances, all-terrain vehicles, fuel tankers, pickup trucks, and SUVs)
- cranes
- tactical vehicles
- watercraft
- aircraft
- weapons
- other property (e.g., tool kits, first aid kits, blankets and bedding, lawn maintenance supplies, combat boots, computers, printers, and fax machines)

Of the materials listed above, weapons account for only 5 percent of the recycled equipment and tactical vehicles account for less than 1 percent.¹

Since its inception, the 1033 program has transferred more than \$5.1 billion in property. In 2013, \$450 million in property (based on initial acquisition cost) was transferred to law enforcement agencies.² Although some of the equipment originated in the military arena and, in many cases, was created for military use, law enforcement agencies have been able to repurpose the property for domestic law enforcement uses.

Currently, over 8,000 U.S. federal and state law enforcement agencies, from all 50 states and the U.S. territories participate in the program. A law enforcement agency is defined as a government agency whose primary function is the enforcement of applicable federal, state, and local laws and whose compensated law enforcement officers have the powers of arrest and apprehension.³

Program History

The 1033 program began in 1990 as the 1208 program. In the National Defense Authorization Act for fiscal years (FYs) 1990 and 1991, the U.S. Congress authorized the transfer of excess DOD personal property to federal and state agencies for use in counter-drug activities. At that time, the program was operated by the DOD from the Pentagon through Regional Law Enforcement Support Offices that worked closely with law enforcement to acquire requested and available equipment and resources. In October 1995, the program was transferred to the Defense Logistics Agency's (DLA's) jurisdiction. Later, Congress passed the National Defense Authorization Act for FY 1997.⁴ The act allows all law enforcement agencies to acquire property for "bona fide law enforcement purposes that assist in their arrest and apprehension mission." Preference was given to counter-drug and counter-terrorism requests. From 1999 to 2009, the DLA Law Enforcement Support Office (LESO) became responsible for the program. In 2009, the function was transitioned to the Defense Reutilization & Market Service (DRMS) LESO which was rebranded as DLA Disposition Services LESO.⁵ As a result, the acquisition process changed to the current process wherein requests are made by state and local law enforcement agencies (LEAs) through governor-appointed state coordinators. Recent events have prompted criticism of the program, particularly in regards to the distribution of weapons, helmets, bulletproof vests, riot shields, and heavily armored vehicles.

The debate around the 1033 program is expected to continue over the coming months. Legislation was introduced in the 113th Congress, the Stop Militarizing Law Enforcement Act (H.R. 5478), that would have severely curtailed the transfer of military property to federal and state agencies for law enforcement activities. Congress is expected to remain focused on the 1033 program in the 114th session, and there will likely be additional legislation introduced and hearings held.

Law Enforcement Use of Resources

With the vast array of equipment available, the uses are seemingly endless. Over the years, equipment such as generators, tents, bedding and blankets, cranes, first aid kits, and water purification systems, have

been used to assist law enforcement agencies during natural disasters.⁶ Vietnam War-era Bell UH-1 Iroquois helicopters, commonly called "Hueys," have been used for multiple law enforcement mission purposes, but also shared with sister service agencies to stock fisheries, search for and rescue injured rock climbers, conduct forest fire water bucket drops, and help conduct environmental research projects such as remote lake water sampling and wildlife surveys. Watercraft has been used to arrest waterborne drug smugglers and aid in rescues. Ambulances have been converted into crime scene response vehicles to transport evidence technicians and equipment. Four-wheel-drive vehicles have been used to interrupt drug harvesting, haul away marijuana, patrol streets, and conduct surveillance. Fitness equipment has been used to keep law enforcement officers, deputies, and agents in peak physical health. Mine-resistant ambush-protected vehicles (MRAPs) have been used to rescue gunshot victims still in the field of fire and provide cover for officers responding to active shooter incidents. Ballistic helmets, heavy body armor, and riot shields have helped to protect first responders. And, of course, the office equipment, computers, printers, fax machines, and office furniture are extremely useful when agencies don't have the funds for the purchase of new items. Such equipment has been particularly helpful during the economic downturn all agencies have experienced since 2008. Consequently, the loss of this valuable program would be very unfortunate.

With shrinking police departmental budgets at all levels, in many instances, the 1033 program is also the only way an agency can equip officers with high-powered rifles, optics, and weapon systems similar to those being used with increasing frequency by criminal elements on U.S. streets. And, although the federal government has spent billions of grant dollars on equipping the first responder community to secure the U.S. homeland since the 9/11 terrorist attacks, these types of weapons and weapon system components are specifically excluded and deemed ineligible by the federal Department of Homeland Security (DHS), under the State Homeland Security Grant Program (SHSGP) and the DHS Urban Area Security Initiative (UASI) grant program. The 1033 program, therefore, also provides a mechanism for the federal government to support homeland security efforts of state

Congress is expected to remain focused on the 1033 program in the 114th session, and there will likely be additional legislation introduced and hearings held.

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The 1033 program, therefore, also provides a mechanism for the federal government to support homeland security efforts of state and local law enforcement agencies...

and local law enforcement agencies by providing this specialized equipment to law enforcement agencies to assist them from being "outgunned" by the criminals they encounter.

How Does the 1033 Program Work?

U.S. federal, tribal, state, and local law enforcement agencies are eligible to participate in the 1033 program. The interested law enforcement agency must meet all three of the following basic criteria:

1. The agency's primary function is the enforcement of laws.
2. The agency's officers are properly compensated.
3. The agency's officers have the powers of arrest and apprehension.

State and local LEAs must submit an application for participation (provided on the DLA website) signed by the chief executive officer of the LEA, to the governor-appointed state coordinator. The state coordinator information is also provided on the website.⁷ Once the state coordinator has received and signed the application, he or she will forward it to LESO in Battle Creek, Michigan. If LESO approves the application for participation, the state or local LEA will become an active member. At that point, the LESO will generate an Authorization Letter for Property Screening, upon request, and issue the new agency a Department of Defense Activity Address Code (DODAAC).

Federal and tribal LEAs must submit the same application for participation, but they submit it directly to the DLA Disposition Services LESO. The rest of the process is the same as for state and local LEAs.

Once LEAs have been approved to participate in the 1033 program, they appoint officials to visit their local DLA Disposition Services sites. The officials will screen property and place requests for specific items by submitting requisitions on the Enterprise Business Portal RTD webpage. The item must have a justification, and requests must be approved by both the state coordinator and the LESO staff. Law enforcement agencies that receive approval for property must cover all transportation or shipping costs.⁸

1033 Program Controls

For states to participate in the program, they must each set up a business relationship with the DLA through a memorandum of agreement (MOA). Each participating

state's governor is required to appoint a state coordinator to ensure the program is used correctly by the participating law enforcement agencies. The state coordinators are expected to maintain property accountability records and to investigate any alleged misuse of property and, in certain cases, report violations of the MOA to the DLA. Additionally, the DLA has a compliance review program. The program's objective is to have the LESO staff visit each state coordinator and assist them in ensuring that property accountability records are properly maintained. The intent is to minimize the potential for fraud, waste, and abuse.

The National Debate

The national debate over the repurposing of military surplus for domestic policing use centers around the issues of potential misuse and accountability, as well as the negative perception associated with domestic law enforcement agencies utilizing military weaponry and armored vehicles. Already, as a result of the debate, many items formerly available for law enforcement, including night vision sights and goggles, telescopes, laser markers, and binoculars, are being recalled and deemed not releasable to law enforcement. Concern exists that other very helpful and usable property will also be recalled or no longer available, thus further compromising the ability of law enforcement agencies to carry out their primary mission of keeping their communities safe while ensuring the safety of their officers.

There is little disagreement among law enforcement leaders that there may be some equipment that has been available and received by law enforcement agencies that may not be needed. There may also be agencies that received more equipment than they need, based on the agency size or mission. There may be agencies that have made poor choices in the use of the equipment or even misused some materials. Therefore, it is generally agreed that there is the need for each LEA that participates in the program and those distributing the equipment to those LEAs to develop appropriate policies, procedures, and training to ensure that former military equipment is being properly deployed. This will help to ensure the viability of the program for the future use of LEAs and to limit the unnecessary destruction of useful military property to avoid it getting into the wrong hands.

For more information, access <http://dispositionservices.dla.mil> or contact the Law Enforcement Support Office at leso@DLA.MIL. ♦

U.S. President Barack Obama has announced a decision to review the DOD Excess Property Program (1033 program). The IACP welcomes the decision and is committed to working with the White House, the U.S. Department of Justice, and all agencies involved in this important, and timely, review of the 1033 program. Visit www.theiacp.org/ViewResult?SearchID=2434 to learn more.

Notes:

¹The Defense Logistics Agency Disposition Services, "About the 1033 Program," <http://dispositionservices.dla.mil/leso/Pages/default.aspx> (accessed November 20, 2014).

²The Defense Logistics Agency Disposition Services, "The 1033 Program FAQs," <http://dispositionservices.dla.mil/leso/Pages/1033ProgramFAQs.aspx> (accessed November 20, 2014).

³Ibid.

⁴Public Law 104-201 – Sept. 23 1996, National Defense Authorization Act for Fiscal Year 1997, 110 Stat. 2422

⁵The Defense Logistics Agency Disposition Services, "The 1033 Program FAQs."

⁶Ibid.; The Defense Logistics Agency Disposition Services, "Want to Join the 1033 Program?" <http://dispositionservices.dla.mil/leso/Pages/jointhe1033program.aspx> (accessed November 30, 2014).

⁷The Defense Logistics Agency Disposition Services, "The 1033 Program FAQs."

⁸Ibid.

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Police Body-Worn Cameras:

AN OVERVIEW

By Larry E. Capps, Assistant Police Chief (ret.),
Missouri City, Texas, Police Department

Forty-three years ago, Albert Reiss Jr., in his now classic book *The Police and the Public*, commented on the lack of official documentation on most police officer–citizen contacts. He suggested that citizens should receive a receipt from the police documenting the particulars of all contacts. Reiss believed the receipt would serve to benefit both the citizen and the officer by documenting the contact and what occurred between the officer and the citizen.¹ Although his suggestion never came to fruition, it may well be on the way to widespread implementation, albeit in a slightly different manner. Technology has evolved tremendously since Reiss proposed the official police contact receipt. In today's police world, that official police contact receipt may come to life via body-worn cameras (BWCs) with the recordings of police–citizen contacts serving as digital “receipts.”

The recent events in Missouri brought the discussion of BWCs on police officers to center stage in the United States. If the officer had been wearing a BWC, would it have resolved the ambiguity surrounding the incident? One can only speculate, but the evidence is clear that the use of BWCs by police is gaining momentum and is likely to continue to grow.

An online search of three databases (Academic Search Complete, Master File Premier, and Newspaper Source) for the term “police body camera” resulted in a listing of 1,477 entries. A scan of the entries revealed many articles reporting on police agencies currently using or proposing to start using BWCs. One of the articles reports the Ferguson, Missouri, police department received a donation of 50 BWCs from two companies shortly after the shooting incident mentioned above.² In 2013, Taser International claimed to have received orders for their police BWC from numerous police departments, among them, the Pittsburgh, Pennsylvania, Police Department; Salt Lake City, Utah, Police Department; Hartford, Connecticut, Police Department; Fort Worth, Texas, Police Department; and others.³ VIEVU, another vendor of BWCs, claims its BWC is used in more than 3,100 law enforcement agencies.⁴ Finally, a 2013 survey conducted by the Police Executive Research Forum (PERF) of 500 agencies revealed that, of the 254 responding agencies, 191 (75 percent) do not currently use BWCs and 63 agencies (25 percent) do use them.⁵ A usage rate of 25 percent may seem low, but in light of the relative newness of the BWCs, it portends a continual growth in their use by agencies for a variety of reasons.

Benefits

According to the survey study by PERF, the primary reason agencies obtained the BWCs was “to provide accurate documentation of encounters”—a receipt of the contact as Reiss advocated years ago (albeit digital and in police storage, but probably available to the citizen via an open records request).⁶ The American Civil Liberties Union (ACLU) believes police accountability is the primary benefit of BWCs.⁷ Eugene Ramirez, an attorney with extensive experience in law enforcement cases, identifies the primary benefits as (1) transparency and accountability; (2) the identification of system problems or issues with individual officers and, thus, the ability to take corrective action; and (3) the documentation and collection of valuable evidence for use in investigations and court.⁸

The most widely reported benefit from using BWCs stems from research conducted in the Rialto, California, Police Department. A true experiment, composed of an experimental group and a control group, was conducted involving all of the Rialto department's patrol officers. The primary focus of the study was on officer use of force and citizen complaints.⁹ The results were impressive. Compared to the year preceding the study, use of force by officers decreased approximately 58 percent and citizen complaints were down 88 percent.¹⁰ Clearly this research is worthy of replication. If successfully replicated in numerous studies, an agency would be challenged to justify not using BWCs for patrol officers.

In the most comprehensive review of the literature on the use of BWCs to date, criminal justice professor and subject matter expert Michael White identifies and summarizes six perceived benefits of using BWCs: (1) increased transparency and legitimacy; (2) improved police officer behavior; (3) improved citizen behavior; (4) expedited resolution of complaints and lawsuits; (5) improved evidence for arrest and prosecution; and (6) opportunities for police training.¹¹ White refers to the *perceived* benefits because “there is little research to support or refute many of the claims, and there are outstanding questions regarding the impact and consequences of body-worn cameras.”¹² Nevertheless, the formal and informal studies of BWCs are highly suggestive of their positive value. There are, however, legitimate concerns regarding the use of BWCs that merit consideration as well.

Concerns

Perhaps the most important concern identified regarding BWCs is privacy—for the citizen and the officer. The ACLU believes the tension

between privacy issues and police accountability is palpable, but also believes they can be balanced to achieve a win-win for all parties.¹³ In addition to privacy concerns, White identifies concerns with officers' health and safety, as well as concerns about training and policy issues and resource requirements, including data storage and retrieval. Health and safety concerns are minimal, primarily focusing on possible injury from assault, neck injuries from cameras mounted on an officer's head, and the potential transfer of bodily fluids from headbands of shared cameras.¹⁴

Another concern worth noting is the risk of prosecutors becoming too dependent on the videos and demanding a video of all cases.¹⁵ There will certainly be incidents where a recording is not obtained on an incident when required by policy. From human error to equipment malfunction to a shortage of BWCs, there is a virtual guarantee of some incidents not being recorded. This concern simply requires educating the prosecutor on the operational realities of the program, which should be done prior to implementation.

It is also a possibility that police unions and associations might object to using the BWCs. They may express concerns over contract work conditions, as well as the potential for supervisors to use the video against officers they dislike.¹⁶ Finally, the limitations of video-recording must be recognized. In other words, unrealistic expectations must be managed. BWCs present one view, at one angle, on one plane. They are not a 360-degree recording of the event. To put it in perspective, one need only recall any recent professional sport "review" of an umpire's call on a play. In this environment, the cameras (more than one) are professional grade, operated by highly trained operators, on a stable platform, with no interference to impact the camera operator. Even given this ideal recording environment, from multiple angles, it is not unusual that there is still uncertainty about what really happened, for example, was it a catch or was the runner out or safe. BWCs do not capture every angle, and people sometimes disagree on what a video depicts. The Force Science Institute recently discussed 10 limitations of BWCs, among them: the camera doesn't follow the officer's eye; a camera may see better than the officer in low light; the camera only records in 2-D; and the officer's body may block the view. The article merits a review for a good understanding of the limitations.¹⁷

Implementation Issues

The remainder of this article focuses on the assorted issues an agency should address or consider before implementing the use of BWCs. The issues listed below are not necessarily exhaustive, but should

address major concerns. As the use of BWCs expands, it is anticipated that additional issues will surface.

Privacy

Police officers weave their way through their communities on a daily basis, responding to calls for assistance as well as initiating citizen contacts. Completing their duties often takes police inside people's homes and businesses, as well into alleys, fields, cars, and a wide variety of other locations. Additionally, what officers actually see and hear on some of these calls can be very graphic and personal. With these thoughts in mind, agencies implementing the use of BWCs should consult closely with their legal advisor to ensure the operational protocol properly addresses privacy concerns.

A second aspect of the privacy issue is states' laws governing audio or video recording of parties involved in the communication. States can be described as a one-party consent state or a two-party consent state. In a one-party consent state, only one party to the communication has to consent for the recording to be legal. In a two-party consent state, all parties to the communication must consent for the recording to be legal.¹⁸ In those states, it stands to reason that the police would have to obtain consent from the citizen before recording the encounter.

It is imperative that the privacy issue be thoroughly reviewed with legal counsel and legal advice strictly followed. The reasonable expectation of privacy doctrine will certainly be at the forefront of this issue, but it is not always crystal clear for operational purposes.

Camera Selection

If possible, selecting the appropriate camera should involve demonstration visits from at least three vendors, more where feasible. Officers or employees with functional expertise with camera usage should be a key part of the review team, for example, IT personnel and crime scene photographers. Features of interest, such as picture quality, battery life, audio quality, mode of activation, security of recording, and others should be determined in advance of the presentations. At minimum, selection criteria should include VGA resolution, frame rate, battery runtime, data storage, low-light recording, and warranty.¹⁹ A market survey on BWCs resulted in a comparison table of BWCs that compared 31 possible camera features across 18 vendors.²⁰ This comparison table should be beneficial to any agency planning on implementing the use of BWCs (see Resources). Planning ahead for camera selection will be crucial to successful implementation and utility of the cameras.

Redaction Capabilities

Any camera system selected must have easy-to-use redaction software for both

the video and the audio or be compatible for redaction with other software. It is very likely that many recordings will be released to the public via each state's open record law. At the same time, there may be certain sections of the released video or audio that the law requires to be redacted or blocked out. Absent user-friendly software for redaction purposes, the agency could experience significant complications. Demonstration visits from the vendors should include a thorough demonstration of the software's redaction capability.

Storage of Recordings

Digital recordings can consume a lot of space. An in-house analysis by one agency with 200 sworn officers indicated that 33 terabytes of storage would be needed each year, based on a conservative estimate of one hour of recording per officer work shift.²¹ The amount of space needed will be contingent on three primary variables: (1) the number of officers using the BWCs; (2) the policy requirement for recording; and (3) the retention requirements for the recordings. Smaller agencies will likely need less storage capacity than medium and large agencies. Continuous recording will result in a massive amount of stored data, but recording only during citizen contacts will significantly reduce the storage space required. How long the recordings must be saved will probably be determined by state laws governing the retention of official records.

In-house storage of video data requires significant expenditure of resources, including servers, redundancy, proper physical space, and IT personnel. Using cloud storage can reduce the cost by as much as 30–50 percent and give the agency access to cutting-edge technology and the best security available.²² Considerable preplanning for storage is critical for proper maintenance of the data.

Costs

Agencies contemplating the use of BWCs should calculate the total costs of the implementation, including start-up costs and maintenance costs. Start-up expenses, at a minimum, include the cameras, any accessories, policy development, data storage, training, and related infrastructure or technical costs, such as space requirements for equipment and technical training of appropriate employee(s) to oversee the system. Maintenance costs, at a minimum, will include manpower associated with managing and maintaining the equipment. Additionally, camera replacement due to breakage (physical altercations with suspects) and technical malfunctions will need to be considered. The ongoing cost associated with storage of the data must be calculated, and the potential increase in

open records requests and the resultant workload increase must be considered. The personnel cost could increase substantially after factoring in redaction requirements.

Officer and Citizen Relations

Any agency considering the use of BWCs should expend sufficient time and energy to gain the support of the officers. Although the use of BWCs is established and growing, there has been resistance by police unions and officer associations. Seeking buy-in and input from officer unions or associations will be critical to long-term success of the BWCs. Likewise, sufficient time and energy should be expended on communicating the plan to the public at large, as gaining their support and input is equally important. Laying the groundwork with the officers and the public will certainly make the implementation process smoother, with less friction from key stakeholders.

Policy Development

A comprehensive policy should be in place before the use of BWCs is implemented. White provides a policy template developed by the Body Worn Video Steering Group in the United Kingdom (see Resources). The template is very comprehensive and likely addresses all pertinent aspects of a policy, for example, elements of officer training, data storage, and management, redaction of video, when officers should activate the camera and turn it off, any required announcement of recording, and numerous other issues.²³ The template is an excellent starting point for policy development. Networking with agencies currently using BWCs to review their policies is generally a good idea and may facilitate policy development. The ultimate goal is to draft a comprehensive policy that addresses all major aspects of the use of BWCs.

Conclusion

The available evidence related to using BWCs suggests they are here to stay, and more agencies will likely use them as circumstances allow. The benefits of using BWCs are numerous and most concerns related to BWCs can be managed effectively. It is important to note that BWCs are not a panacea in any respect. They can clearly help clarify many police and citizen interactions and improve the overall quality of police service, as well as provide valuable evidence for prosecution. Additional research is needed to more definitively identify the benefits and concerns of BWCs. Agencies implementing BWCs have an opportunity to collaborate with universities for structured research on BWCs, thus contributing to the advancement of knowledge in this growing area. ♦

RESOURCES:

Market Survey Comparison Table:

www.justnet.org/pdf/00-Body-Worn-Cameras-508.pdf
(page 15)

Policy Templates:

- » Body Worn Video Steering Group—www.bwvsg.com/resources/procedures-and-guidelines
- » IACP—www.theiacp.org/Model-Policies-for-Policing

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¹¹Michael D. White, *Police Officer Body-Worn Cameras: Assessing the Evidence* (Washington, D.C.: Office of Community Oriented Policing Services, 2014), 18, <https://ojpdiagnosticcenter.org/sites/default/files/spotlight/download/Police%20Officer%20Body-Worn%20Cameras.pdf> (accessed September 12, 2014).

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¹³Stanley, “Police Body-Mounted Cameras,” 1.

¹⁴White, *Police Officer Body-Worn Cameras*, 29.

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Pittsburgh—Finnerty, Brian, Chief of Police, Pleasant Hills Police Dept, 410 E Bruceton Rd, 15236, (412) 655-5045, Fax: (412) 655-3552, Email: phdpbfinn@tuppergroup.com, Web: www.pleasanthillspa.com
—Gallagher, Michael F, Deputy Chief of Police, Mount Lebanon Police Dept, 555 Washington Rd, 15228, (412) 343-4235, Fax: (412) 343-6235, Email: mgallagher@mtlebanon.org, Web: www.mtlebanonpolice.org

South Carolina

Rock Hill—Bollinger, Mark, Executive Officer, Rock Hill Police Dept, 120 E Black St, 29731, (803) 326-3860, Email: mark.bollinger@cityofrockhill.com

Tennessee

Memphis—*Woody, Michael S, President, CIT International Inc, 111 S Highland St, Box 71 Dept 1, 38111, Email: dutifulmind@gmail.com, Web: www.citinternational.org
Murfreesboro—Grissom, Egon E, Major, Rutherford Co Sheriff's Office, 940 New Salem Hwy, 37129, (615) 904-3057, Email: egrissom@rcsotn.org
—Sharp, William E, Major, Rutherford Co Sheriff's Office, 964 New Salem Hwy, 37129, (615) 904-3015, Fax: (615) 904-3115, Email: bsharp@rcsotn.org
Oak Ridge—*O'Neil, John A, Director Law Enforcement Research Programs, Oak Ridge National Laboratory, 1 Bethel Valley Rd, 37831, Email: oneilja@ornl.gov, Web: www.ornl.gov

Texas

Austin—*Durall, Amy C, Victim Services Director, Travis Co Sheriff's Office, 5555 Airport Blvd, 78751, (512) 854-8492, Fax: (512) 854-4719, Email: amy.durall@traviscountytx.gov, Web: www.tcssheriff.org

—*Noble, John C, Deputy Chief Animal Services Officer, Austin Animal Services Office, 7201 Levander Loop Bldg A, 78702, (512) 978-0507, Fax: (512) 978-0616, Email: chris.noble@austintexas.gov, Web: www.austintexas.gov/department/police

Huntsville—*King, William R, Associate Dean of Research, Sam Houston State Univ, College of Criminal Justice, Box 2296, 77341, (936) 294-1645, Email: william.king@shsu.edu

San Antonio—Dotson, Lee R, Special Agent in Charge, U.S. Secret Service, 100 NE Loop 410 Ste 1200, 78216, (210) 308-6220, Fax: (210) 308-6230, Email: lee.dotson@uss.s.dhs.gov

Trophy Club—Arata, Patrick, Chief of Police, Trophy Club Police Dept, 100 Municipal Dr, 76262, (817) 374-2338, Email: parata@trophyclub.org

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

Wallace W. Corbin, Captain (ret.), CSX Transportation Railroad Police Department, Cape Coral, Florida; (life member)

D. M. Cox, Captain (ret.), Little Rock, Arkansas (life member)

Sean D. Crouse, Chief of Police, Port Dickinson, New York

Erik Dam, Chief of Police (ret.), New Canaan, Connecticut; Chesterfield, Missouri (life member)

Richard W. Jeffrey, Deputy to Command Psychologist, U.S. Army Recruiting Command Headquarters, Louisville, Kentucky

Brendan T. Kirby, Crime Prevention Specialist, International Society of Crime Prevention Practitioners, Revere, Massachusetts

Richard A. Leinbach, Superintendent of Police Operations (ret.), Saint Petersburg, Florida; West Palm Beach, Florida (life member)

Carmine J. Perrapato, Chief of Police (ret.), Garfield, New Jersey (life member)

William F. Quinn, Chief of Police (ret.), Newton, Massachusetts; Salem, New Hampshire; Past President IACP, 1980–1981 (life member)

Richard F. Wierzbicki, Chief of Police (ret.), Wilton Manors, Florida

Utah

Mapleton—*Rapier, Todd, President, Multi Voice Radio, 266 East 900 South, 84664, (801) 921-1736, Email: todd@multivoiceradio.com

Vermont

Winooski—McGivern, Scott D, Lieutenant, Winooski Police Dept, 27 W Allen St, 05404, (802) 655-0221, Fax: (802) 655-6427, Email: smcgivern@winooskipolice.com, Web: www.winooskipolice.com

—Sullivan, William, Lieutenant, Winooski Police Dept, 27 W Allen St, 05404, (802) 655-0221, Fax: (802) 655-6427, Email: wsullivan@winooskipolice.com, Web: www.winooskipolice.com

Virginia

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Fairfax—*Alubbad, Fahmi, President, Atlantis Consultants Ltd Corp, 4094 Majestic Ln Ste 355, 22033, (703) 657-0576, Email: atlantiscorp@cox.net

Leesburg—Caminiti, Marc, Captain, Loudoun Co Sheriff's Office, 803 Sycolin Rd SE, 20175, (703) 777-0475, Fax: (703) 777-0570, Email: marc.caminiti@loudoun.gov

Norfolk—*Moore, Adria, Management Analyst II, Norfolk Police Dept, 100 Brooke Ave, 23510, Email: adria.moore@norfolk.gov

Petersburg—Carrigan, Scott, Chief Park Ranger, National Park Service, 1539 Hickory Hill Rd, 23803, (804) 732-3966 ext. 111, Email: scott_carrigan@nps.gov

Springfield—Brennan, Katherine, Deputy Law Enforcement Branch, U.S. Army Office of the Provost Marshal General, 2800 Army Pentagon, 22150, (703) 692-672, Email: katherine.e.brennan4.civ@mail.mil

—Soiles, James, Deputy Chief of Operations, DEA/Justice, 8701 Morrisette Dr, 22152, (202) 391-8128, Email: james.soiles@gmail.com

Washington

Spokane—*Kishel, Christen A, Public Safety Psychologist, Christen Kishel Phd, 222 W Mission Ave Ste 245, 99201, (509) 993-8301, Fax: (509) 568-3037, Email: drkishel@gmail.com

—Meidl, Tracie, Lieutenant, Spokane Police Dept, 1100 W Mallon, 99260, (509) 625-4162, Email: tmeidl@spokanepolice.org, Web: www.spokanepolice.org

Sunnyside—Escalera, Albert, Chief of Police, Sunnyside Police Dept, 401 Homer St, 98944, (509) 837-2120, Fax: (509) 837-5873, Email: aescalera@sunnyside-wa.gov

Wisconsin

Mishicot—Granger, Paul H, Chief of Police, Mishicot Police Dept, 511 E Main St, 54228, (920) 755-4041, Fax: (920) 755-2552, Email: mishicotpolice@mishicot.org, Web: www.mishicot.org

Wyoming

Cheyenne—Haller, Kebin, Deputy Director, WY Division of Criminal Investigation, 208 S College Dr, 82002, (307) 777-7545, Fax: (307) 777-7252, Email: kebin.haller@wyo.gov

Green River—Steffen, Christopher T, Chief of Police, Green River Police Dept, 375 W Flaming Gorge Way, 82935, (307) 872-6163, Fax: (307) 872-0520, Email: csteffen@cityofgreenriver.org

Torrington—Sharp, Eric C, Chief of Police, Torrington Police Dept, 436 E 22nd Ave, West Wing, 82240, Email: esharp@torringtonpolice.org

ZIMBABWE

Harare—Chihuri, Augustine, Commissioner General of Police, Zimbabwe Republic Police, Police General Headquarters, PO Box 34, 263 4700171, Fax: 263 4753501, Email: kaviraw@yahoo.com

—Munjeri, Givemore, Superintendent, Interpol NCB Harare, PO Box 683, 263 4250363, Email: gjmunjeri@yahoo.com



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

Productupdate

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



Rugged 8-inch handheld tablet

Arbor Solution announces the Gladius 8. This IoT (Internet of Things) tablet features a power-efficient Mediatek MT8382 Quad-core Cortex A7 processor, a large 7.85" color TFT LCD display with a multi-touch projected-capacitive touchscreen, and multiple connectivity options for today's highly mobile world. The display is anti-reflective to fit any application either outdoors (rain or shine) or inside and enables more sensitivity and accurate touch response. It is designed to be fully rugged, durable, sealed, and highly temperature tolerant: MIL-STD-810G, four-foot drop resistance, raised bezel for LCD impact protection, IP-65 certifications with I/O port hinged rubber covers, and a wide operating temperature of -20 ~ 60°C (-4 ~ 140°F). It has an Android v4.4 operating system; an integrated 1D barcode reader with physical trigger button is standard, or a 1D/2D barcode imager is optional; 1GB of standard memory; and 8GB storage, expandable with USB and SD ports.

For more information, visit <http://us.arborsolution.com>.

Telecommunications equipment upgrade

Frontier Communications completed a \$406,000 project with the Post Falls, Idaho, Police Department to upgrade telecommunications equipment at the department's 9-1-1 dispatch center. The state-of-the-art solution positions the agency for "next generation 9-1-1," including texting and video capabilities. The new, cutting-edge system is designed to help the 9-1-1 center with call receiving, mapping, and real-time reporting. This upgraded equipment provides increased functionality and capability of handling wireless 9-1-1 calls. One of the features of the new system is its ability to map the exact location of cellphone users.

For more information, visit www.frontier.com.

Software solution for estimating BAC

BAC Tracker International, Inc. offers BAC Tracker—a state-of-the-art software solution for estimating blood alcohol concentration by incorporating several volume distribution formulae and multiple absorption and elimination parameters into a single extrapolation scenario. Within minutes, users may perform a variety of retrograde and anterograde extrapolations and generate professional, court-ready reports which can be included directly into case files. With its flexible, user-friendly interface and comprehensive report tools, BAC Tracker has improved the quality and throughput of alcohol extrapolation cases for several federal, state, and local crime laboratories; private toxicologists; attorneys; and educational institutions both in the United States and internationally.

For more information, visit www.bac-tracker.com.



Helicopter float option

Robinson Helicopter Company announces that the float option for its 5-place R66 was FAA approved on November 15, 2014. Designated the R66 Turbine Marine, the R66 pop-out float option offers an additional level of safety for over-water operations. The float option adds approximately 65 pounds to the helicopter's empty weight. When not in use, the float tubes stow in low-profile protective covers along the landing gear skids, minimizing drag and allowing easy cabin entry and exit. Primarily used in emergencies, the floats activate by a lever on the pilot's collective and inflate within two to three seconds, allowing the pilot to make an immediate water landing, if necessary. Pressurized helium from a tank mounted beneath the right rear seat provides the rapid inflation. It is also approved for water takeoffs at reduced operating weights allowing for water operations training or limited amphibious use, if desired.

For more information, visit www.robinsonheli.com.



Entry tool system

BlocHead Gear designs and manufactures tools for first responders, fire fighters, law enforcement, and military use. Its flagship product—the BlocHead Entry Tool System—is a patented device that opens oval and euro profile cylinder locks in less than 30 seconds. In the event of a forced entry, using the system allows first responders to gain access to the location with minimal effort and harm to the door security. When leaving the scene, first responders will be able to secure the door with only minor repairs, as opposed to the total door and doorframe destruction experienced when using manual, hydraulic, or mechanical entry methods.

For more information, visit www.blocheadgear.com.

Flashlight

CMC Government Supply is a supplier for Nightstick tactical lights made by Bayco Products. Nightstick lights are designed and built to be brighter, carry a longer distance, and run longer than competing tactical lights. Nightstick lights use CREE LEDs, top-quality housing materials, precisely engineered reflectors, reliable switches, state-of-the-art electronics, and the latest battery technology. A Nightstick tool designed for law enforcement officers is the Model 1170 Safety Light. The light combines a full-strength flashlight and flashing safety lights into one compact tool. Two push buttons control the 150-lumen flashlight and blue and red safety lights. Powered by four (included) AA batteries, the 1170 light features an optional magnetic base and cone, making it perfect for directing traffic or marking off an area.

For more information, visit www.cmcgov.com/store/pc/c715.htm.

Tow management system

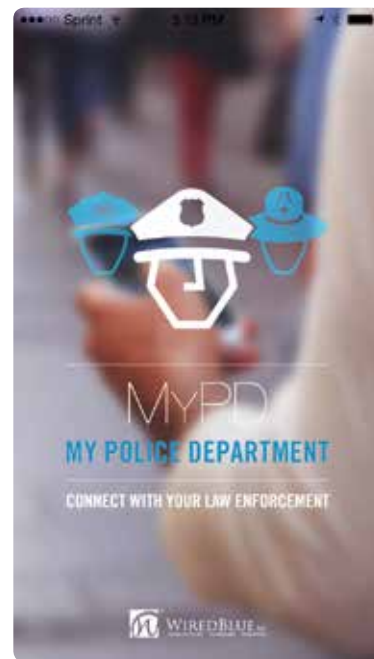
Dispatch and Tracking Solutions (DTS) service options include web-based software, a third-party tow dispatch and answering service, automatic notification service to owners and lien holders (mail and email), public portal at www.TowedCar.com, and more at no cost to the agency. LETS (Law Enforcement Tow System), the backbone of all the DTS services, is a powerful, web-hosted application focused on automating the way agencies summon, oversee, audit, and manage tow requests and invoices. LETS key benefits include a reduction in officer wait time and dispatch call time, improving services to the public, an increase in fee collections, and a reduction in department liability. Agencies also gain oversight and regulation of impound fees, vehicle disposition, and abandoned vehicle lien processing.

For more information, visit www.DTSdispatch.com.

Online trainings

The IACP, in collaboration with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Office of Justice Programs, U.S. Department of Justice, announces the launch of the Intermediate Juvenile Interview and Interrogation Techniques online training. The training builds on the material from IACP's Introduction to Juvenile Interview and Interrogation Techniques online training series. The course highlights best practices and procedures in juvenile interview and interrogation tactics for law enforcement; age-appropriate methods for interacting with youth; tips for interviewing/interrogating diverse youth populations; and strategies to ensure true and admissible youth confessions.

For more information, visit: <http://elearning-courses.net/iacp>.



Concerned citizens app

WiredBlue offers the latest version of the My Police Department (MyPD) app. This new version is a major update of the app. The MyPD app currently serves the citizens of almost 200 law enforcement agencies in the United States and Canada. The app's primary features support law enforcement agencies and the public they serve. Features include real-time push notifications and alerts via Twitter or other channels; information on topics of victim resources, press releases, domestic violence, local traffic, drug resources, most wanted, cold cases; and information about missing children across the state. Citizens are able to send in questions or concerns, along with photos and GPS location, as well.

For more information, visit <http://wiredblue.co>.

Rapid DNA webinar recordings

All three courses in the American Society of Crime Lab Directors and NIJ's Forensic Technology Center of Excellence series on the validation, current use, and future implementation of Rapid DNA are now available online. The courses discuss the quality assurance standards for Rapid DNA, using the National DNA Index (NDIS), and how Rapid DNA can be used at booking. Watch these and other courses and workshops offered by NIJ's Forensic Science Technology Center of Excellence online. ♦

For more information, visit <https://www.forensiccocoe.org/module/list>.



IACP Section Membership Application

IACP Membership is a prerequisite for Section Membership.

Name: _____ (Please Print)

Title/Rank: _____

Agency: _____

Business Address: _____

City, State, Zip, Country: _____

Business Phone: _____ Fax: _____

E-mail: _____

Web Site: _____

IACP Membership #: _____

Signature: _____

- | | |
|---|-------------------------------|
| <input type="checkbox"/> Capitol Police Section | \$30 |
| <input type="checkbox"/> Defense Chiefs of Police Section | \$15 |
| <input type="checkbox"/> Drug Recognition Expert Section | \$25 |
| <input type="checkbox"/> Indian Country Law Enforcement Section | \$25 |
| <input type="checkbox"/> International Managers of Police Academy and College Training Section | \$25 |
| <input type="checkbox"/> Law Enforcement Information Management Section | \$25 |
| <input type="checkbox"/> Legal Officers Section | \$35 |
| <input type="checkbox"/> Mid-Size Agencies Section | \$50 |
| <input type="checkbox"/> Police Foundations Section | \$20 |
| <input type="checkbox"/> Police Physicians Section | \$35 |
| <input type="checkbox"/> Police Psychological Services Section | (initial processing fee) \$50 |
| (Must be a psychologist. Upon admission to the section, \$50 processing fee applies to annual dues) | |
| <input type="checkbox"/> Public Information Officers Section | \$15 |
| <input type="checkbox"/> Public Transit Police Section | No charge |
| <input type="checkbox"/> Railroad Police Section | No charge |
| <input type="checkbox"/> Retired Chiefs of Police Section | No charge |
| <input type="checkbox"/> Smaller Department Section | \$20 |
| <input type="checkbox"/> State and Provincial Police Alumni Section | No charge |
| <input type="checkbox"/> State and Provincial Police Academy Directors Section | No charge |
| <input type="checkbox"/> State and Provincial Police Planning Officers Section | No charge |
| <input type="checkbox"/> University / College Police Section – Initial Member | \$50 |
| <input type="checkbox"/> University / College Police Section – Each additional member from same institution | \$15 |

Payment (Choose only one of the following methods of payment.) Amount to be charged _____

1. Pay by Credit Card: ☐ Visa ☐ MasterCard ☐ American Express ☐ Discover

Card #: _____ Exp. Date: ____ / ____

Cardholder's Name: _____

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Fax completed form with credit card authorization to 703/836-4543. Do not mail and fax form as charges will be duplicated.

2. Pay by Check: Make checks payable to IACP (U.S. dollars only) and mail full payment (no cash) with completed form to: IACP: Membership, P.O. Box 62564, Baltimore, MD 21264-2564

3. Pay by Purchase Order: Mail purchase order along with form to: IACP: Membership, 44 Canal Center Plaza, Suite 200, Alexandria, VA 22314-2357

Capitol Police Section

Promotes exchange of information and develops standards for increasing the efficiency and capabilities of each law enforcement agency that provides service to our critical assets. Open to individuals who are now, or have been, engaged in or responsible for providing police services at a national or state / province State House.

Defense Chiefs of Police Section

Promotes exchange of ideas and specific information and procedures for law enforcement organizations providing police and security services within military services and defense agencies. Open to individuals who are now or have been engaged in or responsible for providing law enforcement services within an IACP member nation's military services or defense establishment.

Drug Recognition Expert Section

Provides a unique opportunity for those professionals already associated with drug recognition to share common management, training, administrative and practicing concerns.

Indian Country Law Enforcement Section

Promotes the professional status of those engaged in providing police services to Indian Country.

International Managers of Police Academy and College Training Section

Facilitates the exchange of ideas, procedures, and specific information for the professional leadership and management of education and training within police agencies, as well as enhancing the quality of law enforcement and policing at the international level through education and training.

Law Enforcement Information Management Section

Facilitates the exchange of information among those individuals responsible for computers, records, communications or other support-service-related functions.

Legal Officers Section

Assists in the establishment of professional standards, assistance and cooperation among attorneys who provide legal advice or representation to law enforcement administrators.

Mid-Size Agencies Section

Dedicated to providing a voice within the IACP for chiefs of jurisdictions with a population between 50,000 and 500,000, as well as a forum for these leaders to share the unique challenges and opportunities in policing that emerge from departments of this size. The section is further committed to embracing and leveraging the special capacity and flexibility of these agencies to innovate and drive progressive change within our profession with the goal of better policing our communities.

Police Foundations Section

Promotes networking and the exchange of ideas and best practices among police executives and police foundation professionals.

Police Physicians Section

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

Police Psychological Services Section

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

Public Information Officers Section

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

Explores ways to improve the services of those responsible for ensuring the safety and security of people and goods traveling by rail.

Retired Chiefs of Police Section

Open to IACP members who at the time of their retirement were active members as prescribed in Article II, Section 2 of the IACP Constitution. For the purpose of this section, retirement shall be defined as the voluntary and honorable separation from a position in active and regular police duties because of age, physical disability, or retirement on pension from the agency of employment.

Smaller Department Section

Serves as the collective voice of law enforcement agencies with fewer than 50 officers or serves populations under 50,000. The Section addresses the unique needs of these agencies, provides a forum for the exchange of information, and advocates on behalf of these agencies with policy makers. Section Members are also granted affiliate membership in the IACP's Division of State Associations of Chiefs of Police.

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 Alumni 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.

University/College Police Section

Provides coordinated assistance in implementing effective university policing practices and achieving an accepted professional status.



IACP Membership Application

International Association of Chiefs of Police

P.O. Box 62564

Baltimore, MD 21264-2564

Phone: 1-800-THE IACP; 703-836-6767; Fax: 703-836-4543

DO NOT USE

Name: _____ (Please Print)
First Middle Initial Last

Title/Rank: _____

Agency / Business Name: _____

Business Address: _____

City, State, Zip, Country: _____

Residence Address: _____

City, State, Zip, Country: _____

Business Phone: _____ Fax: _____

Send mail to my ☐ Business ☐ Residence Address

E-mail: _____

Website: _____

Have you previously been a member of IACP? ☐ Yes ☐ No

Date of Birth: (MM/DD/Year) ____/____/____ I am a sworn officer. ☐ Yes ☐ No

Number of sworn officers in your agency (if applicable) ☐ a. 1 - 5 ☐ b. 6 - 15 ☐ c. 16 - 25

☐ d. 26 - 49 ☐ e. 50 - 99 ☐ f. 100 - 249 ☐ g. 250 - 499 ☐ h. 500 - 999 ☐ i. 1000+

Approximate pop. served (if applicable) ☐ a. under 2,500 ☐ b. 2,500 - 9,999 ☐ c. 10,000 - 49,999

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Education (Highest Degree): _____

Date elected or appointed to present position: _____

Law enforcement experience (with approx. dates): _____

☐ I have an Active Member Sponsor – Their name is: _____

☐ I do not have an Active Member Sponsor. The IACP Executive Director will sponsor new members without a sponsor. Please allow for additional time in processing your application.

Amount to be charged _____ (U.S. dollars only – Membership includes subscription to *Police Chief* magazine valued at \$30.)

I have enclosed: ☐ Purchase order ☐ Personal check/money order ☐ Agency check

Charge to: ☐ MasterCard ☐ VISA ☐ American Express ☐ Discover

Cardholder's Name: _____

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Cardholder's Billing Address: _____

Signature: _____

All memberships expire December 31 of each calendar year. Applications received after August 1 will expire the following year. Return completed application via mail, fax (703-836-4543) or email (membership@theiacp.org). Questions? Contact Membership at 800-THE-IACP.

Membership Categories

Information on membership categories, benefits, and eligibility can be found on the IACP web site www.theiacp.org/membership

☐ Active Member \$150
(sworn command level)

Associate Member:

☐ General \$150

☐ Academic \$150

☐ Service Provider \$250

☐ Sworn Officer—Leader of Tomorrow \$75
(sworn non-command level)

☐ Student—Leader of Tomorrow \$30
University name: _____

Optional Section Memberships:

☐ Capitol Police Section \$30

☐ Defense Chiefs of Police Section \$15

☐ Drug Recognition Expert (DRE) \$25

☐ Indian Country Law Enforcement \$25

☐ Intl Managers Police Academy & College Training \$25

☐ Law Enforcement Information Management (LEIM) \$25

☐ Legal Officers \$35

☐ Mid-Sized Agencies Section \$50

☐ Police Foundations Section \$20

☐ Police Physicians \$35

☐ Police Psychological Services—initial processing fee \$50

☐ Public Information Officers \$15

☐ Public Transit Police No Charge

☐ Railroad Police No Charge

☐ Retired Chiefs of Police No Charge

☐ Smaller Department Section \$20

☐ S & P Police Alumni Section No Charge

☐ S & P Police Academy Directors No Charge

☐ S & P Police Planning Officers No Charge

☐ University/College Police—Initial Member \$50

☐ University/College Police—Additional members \$15

Commercial Vehicle Focus: Essential to a Successful "Challenge" Event

By Matt Langer, Chief, Minnesota State Patrol



Last summer, August 1–4, 2014, the Minnesota State Patrol (MSP) spearheaded a 4-day, 5,600-mile, 15-state effort to completely eliminate traffic deaths on Interstates 90 and 94 during the I-90/94 Challenge. Interest was high from coast to coast, participation was extraordinary—a Minnesota trooper remarked, “You needed a reservation to sit in a median crossover”—and the results were significant.

On two major interstates that averaged 524 crashes and 3 fatalities August 1–4 over the last three years, 13 of the 15 participating states reported no fatal crashes at all, although single fatalities did occur in Montana and Ohio. Over four days, troopers, deputies, and police officers investigated 427 crashes and issued 21,214 warnings and citations. The positive, nationwide media coverage that resulted was powerful.¹

Of the 15 states involved in the I-90/94 Challenge, 5 are on the Federal Motor Carrier Safety Administration's (FMCSA's) “top ten” list for fatal crashes involving large trucks or buses.² From Washington state to New York, nearly 18 percent (3,776) of the 21,000+ warnings and citations issued in those four days involved commercial vehicles, and 38 percent of those were issued in Minnesota.³

Basing the I-90/94 Challenge plans on solid data required commercial motor vehicle (CMV) crash data, general crash data, data collection, and analysis, all of which were possible due to partnerships with agencies whose common goal is to make U.S. highways safer.

Funding Fosters Training, Education, Opportunity

The FMCSA is an essential partner to law enforcement, with a mission closely aligned to those of the MSP and its law enforcement partners. FMCSA funding is put to good use in Minnesota where, as across the United States, troopers and other officers need consistent, updated training to enforce complex CMV safety laws.

FMCSA funding has exceeded \$3.5 million each year since 2006 in Minnesota, all of it put to use in support of the joint mission to reduce deaths, injuries, and economic loss resulting from motor vehicle crashes involving commercial carriers. Education is a priority in that effort; state troopers, county sheriffs, and local law enforcement officers benefit from training made possible by FMCSA grant funds. In addition, MSP public education activities raise citizen awareness and support safe driving behaviors among commercial carriers and private motorists.

A portion of the FMCSA funds received by the MSP is granted to the Minnesota Department of Transportation Office of Freight and Commercial Vehicle Operations to perform specific tasks (other than roadside inspections) related to CMV safety.

Grant money retained by MSP is used to enforce all CMV federal regulations, including, but not limited to, hours of service, driver qualifications, equipment, and operation. It funds the salaries of sworn troopers and civilian CMV inspectors who conduct traffic stops and complete inspections and pays for equipment, vehicles, computers, fuel, and supplies needed to carry out safety enforcement functions. With those resources in place, Minnesota completes between 35,000 and 40,000 commercial motor vehicle inspections every year.

The importance of enforcement on commercial motor vehicles is easily seen in Minnesota data from just five years, 2009–2013, when CMVs were involved in 20,389 crashes—284 of which were fatal.⁴

Planning the I-90/94 Challenge

The entire planning process for this 15-state I-90/I-94 Challenge would fill an article all by itself, but the salient point is that Minnesota's focus on CMV enforcement was an integral part

of the operation, not just an afterthought. Data were collected from the 15 states and analyzed with assistance from the National Highway and Traffic Safety Administration (NHTSA), who helped the planning team choose dates by providing historical numbers on high-traffic, high-crash days and weeks in August.

The team researched CMV crash corridors and stretches where high speeds are a consistent factor, and concentrated efforts on the three fixed scales located on I-90/94 in Minnesota, where mobile units might apprehend scale dodgers. Leaders assigned additional numbers of (sworn and non-sworn) personnel and expanded their hours at scale operations—a necessary step because weekends are normally staffed at lower levels. Mobile enforcement was increased to a level so noticeable that the high profile of law enforcement, alone, began to affect driver behavior.

Although the specific details are complex, it should be noted that time spent on a comprehensive plan for this event was well invested. In addition to establishing rationale, goals, and objectives, the commitments of each participating partner were clearly defined. The plan also included communication objectives that included media coverage in all 15 states, establishing a single point of contact for each state, and using social media to keep public awareness alive, fresh, and spreading via Facebook, Twitter, and other venues. Traditional media, electronic message boards, and federal partners' publicity efforts also raised awareness of the event among drivers, media, and the general public.

By design, the content of public messaging was simple, clear, and consistent. During the four-day event, the heavily promoted “Zero-for-Four” theme expressed the goal of zero fatalities while supporting messages on seat belts, speed, impairment, and distraction were direct and uncomplicated. Electronic and print media responded with interest, checking the real-time updates MSP provided on social media and proactively seeking information on the progress of the enforcement effort every day of the campaign.

CMV Focus Improves Safety and Boosts Challenge Results

Jack Van Steenburg, assistant administrator and Chief Safety Officer with FMCSA, provided these facts to support the importance of CMV

enforcement, "In 2013 there were 3,806 fatal crashes involving a large truck or a bus, and 4,251 people died in those crashes. These very precise statistics matter because each number represents a life cut short. Of those fatalities, the majority—83 percent—were not the occupants of the large truck or bus. They were pedestrians, motorcycle riders, bicyclists, motorists in passenger vehicles, or using some other type of transportation."⁵

Van Steenburg went on to note that large trucks and buses comprise only 4 percent of registered vehicles in the U.S., according to FMCSA data, and yet they are involved in 13 percent of fatal traffic crashes.⁶ That overrepresentation is another reason Minnesota makes CMV enforcement a priority.

The numbers in charts and graphs of traffic safety data represent crashes—not accidents. They are events that can be prevented. The data reflect behavioral and equipment issues. The data-driven, high-visibility enforcement of CMV traffic laws, performed in partnership, improves highway safety in Minnesota year-round, and a nationwide concentration on commercial vehicle enforcement in future "Challenge" events can improve traffic safety across the United States.

The MSP is grateful to have had the opportunity to spearhead this summer's successful event and for the enthusiasm and support received from law enforcement professionals in 15 states who protect motorists and enforce traffic laws on Interstates 90 and 94. The process was based on previous Interstate Challenges, including ones in 2013 that encompassed 18 days and close to 9,300 miles of interstate highways.⁷ Four different states played lead roles in 2014, and together they covered almost 12,000 miles of interstate highway, where safety and awareness have both increased because of their efforts.

The support of each agency, along with federal partners such as FMCSA and NHTSA, combine to create momentum as law enforcement works on focused projects aimed at making a difference. Officers and agencies are challenged to commit to future traffic safety "Challenge" events as part of the overall IACP Drive to Save Lives campaign. ♦

Notes:

¹Bruce Gordon, "No Fatalities in Minnesota During Challenge," Minnesota Department of Public Safety press release, August 8, 2014, <https://dps.mn.gov/divisions/ooc/news-releases/Pages/No-Fatalities-in-Minnesota-During-Challenge.aspx> (accessed December 23, 2014).

²U.S. Department of Transportation, Federal Motor Carrier Safety Administration, "Commercial Motor Vehicle Traffic Safety Facts," April 2014, http://www.fmcsa.dot.gov/sites/fmcsa.dot.gov/files/docs/CMV%20Traffic%20Safety%20Facts_508.pdf (accessed December 23, 2014).

³Figures based on data submitted by participating agencies.

⁴Minnesota Department of Public Safety, Office of Traffic Safety *Minnesota Motor Vehicle Crash Facts 2013*,

June 2014, <https://dps.mn.gov/divisions/ots/reports-statistics/Documents/2013-crash-facts.pdf> (accessed December 23, 2014).

⁵Jack Van Steenburg, "Regular Traffic Enforcement Can Play a Crucial Role in Defining Commercial Vehicle Safety," *The Police Chief* 81, no. 12 (December 2014): 86.

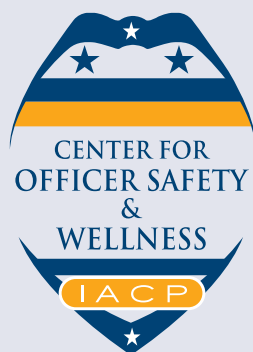
⁶Ibid.

⁷Kenneth L. Morckel (director, Law Enforcement/Homeland Security Services, First Response Enterprises, LLC), email, October 10, 2014.

The National Law Enforcement Challenge is a friendly competition among law enforcement agencies, focusing on traffic safety issues. Participating agencies are awarded points on their approaches to the traffic safety issues based on seven factors: Problem Identification, Policies, Planning, Training, Public Information & Education, Enforcement, and Outcomes.

Visit www.theiacp.org/nlec to learn more.

Application Deadline: May 1, 2015.



Line of Duty Deaths

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

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

Deputy Sheriff Grant William Whitaker
Ingham County, Michigan, Sheriff's Office
Date of Death: December 07, 2014
Length of Service: 1 year, 6 months (with agency)

Officer Richard Anthony Champion
Perryopolis, Pennsylvania,
Police Department
Date of Death: December 14, 2014
Length of Service: 8 months (with agency)

Deputy Sheriff John Robert Street
George County, Mississippi,
Sheriff's Department
Date of Death: December 16, 2014
Length of Service: 4 years (with agency)

Officer Wenjian Liu
New York Police Department
Date of Death: December 20, 2014
Length of Service: 7 years, 6 months (with agency)

Officer Rafael Ramos
New York Police Department
Date of Death: December 20, 2014
Length of Service: 2 years (with agency)

Patrolman First Class Jamel Clagett
Charles County, Maryland, Sheriff's Office
Date of Death: December 21, 2014
Length of Service: 10 years

Officer Charles R. Kondek, Jr.
Tarpon Springs, Florida, Police Department
Date of Death: December 21, 2014
Length of Service: 22 years

Officer Tyler Jacob Stewart
Flagstaff, Arizona, Police Department
Date of Death: December 27, 2014
Length of Service: 1 year (with agency)

Officer Thomas Choi
Triborough Bridge and Tunnel Authority
Police, New York
Date of Death: December 29, 2014
Length of Service: 11 years (with agency)

Officer Stephen Petruzzello
Cliffside Park, New Jersey,
Police Department
Date of Death: December 29, 2014
Length of Service: 1 month (with agency)

Officer James E. Foster, Jr.
Denham Springs, Louisiana,
Police Department
Date of Death: December 30, 2014
Length of Service: 6 years (with agency)

Sergeant Sean Renfro
Jefferson County, Colorado, Sheriff's Office
Date of Death: January 3, 2015
Length of Service: 15 years (with agency)

Officer Craig Chandler
Baltimore City, Maryland,
Police Department
Date of Death: January 9, 2015
Length of Service: 6 years (with agency)

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